Towards Literacy: A Strategy Framework

2001-2005

Northwest Territories

Government of the Northwest Territories

103-04153/

FOREWORD

I am pleased to present the Northwest Territories literacy strategy on behalf of the Government of the Northwest Territories. The strategy represents the Government's commitment to address an issue that affects the lives of every Northerner. Good literacy skills provide many benefits that enrich the quality of our lives while weak literacy skills create disadvantages and barriers to success.

The literacy strategy involves a full range of Government programs and services and describes a role for partnerships between government and non-government organizations. Recognizing literacy development as a lifelong process that runs deeply throughout people's lives, the strategy addresses the needs of NWT citizens from early childhood to the senior years in their roles as learners, family members, and active, productive citizens.

The strategy presents a vision of literacy in the NWT where everyone can read and write and participate fully in society. It sets out goals, objectives and an action plan to guide the Government's long term activities. It establishes a process for data collection, monitoring, and annual reporting on our literacy initiatives.

We all have a role to play in developing a literate society. Parents have a responsibility to their children, and individuals have a responsibility to themselves to develop the skills required for success in everyday life. The NWT literacy strategy is the Government's commitment to make that task easier by delivering strong programs and services that support literacy development throughout life.

Jake Ootes

Jake Ootes

Minister of Education, Culture and Employment

Table of Contents

Executive Summary i
Vision 2
Definition of Literacy 3
Beliefs and Goals 4
Introduction 5

What are the Effects of Low Literacy Levels?
Early Literacy 6
Family Literacy 9
School-Aged 11
Adults 15
Seniors 18
Official Languages/Culture 20

What are the Consequences of Low Literacy Levels on Society?
Literacy and Health 21
Literacy and Social Participation 23
Literacy and Justice 24
Literacy and the Economy 27

The Interface Between Literacy and Resources Throughout Lifelong Learning 29

GNWT Literacy Strategy 31
- Goal 1 36
- Goal 2 38
- Goal 3 39
- Goal 4 39

Initial Implementation 40

Strategy Coordination 41

Conclusion 42

Appendices
Overview and Accountability ..... Appendix A
Literacy Strategy Action Plan ..... Appendix B
Demographics ..... Appendix C
International and National Approaches to Literacy ..... Appendix D
Public Consultations ..... Appendix E
Motion 6-14(3) of the Legislative Assembly ..... Appendix F

EXECUTIVE SUMMARY

This document is a literacy strategic plan for the Northwest Territories. It describes how the Government of the NWT intends to work together with our partners towards achieving our vision of a society where all people can read and write, all people can actively participate fully as citizens, literacy is valued as a life-long learning process necessary for personal, social, political and economic development, and people value literacy in all official languages of the NWT.

There are many definitions of literacy. For the purpose of this document, literacy is defined as 'an individual's ability to listen, speak, read, write, view, represent, compute and solve problems in one or more of the NWT official languages at levels of proficiency necessary to function in the family, in the community and on the job'.

In today's society the demands for higher literacy levels are continuing to increase, and the consequences for those who fall short are more serious than ever before.

Literacy has a direct effect on individuals throughout their lives. Literacy development is critical throughout early childhood. Between conception and the time a child turns six, a child's brain develops more than at any other period in life. If children do not receive a vital start early on they are at a disadvantage when entering the school system. Children who are not prepared early on, fail to master the basic foundations for learning in the primary years. This lack of early preparation also hinders a child's ability to grasp more advanced concepts. All secondary school students need to become information literate in order to effectively function at work, at home and in the community. Literacy skills are also critical to adults. Literacy skills are not "fixed" forever. Individuals can lose skills after they leave school, through lack of use, or they can gain skills, through practice and additional training. Adult literacy is crucial to individuals as these skills make a difference in their families and everyday life.

Literacy also impacts on society as a whole. Poor literacy skills restrict the economic participation of many people. There is a direct positive link between education and employment. Workers with higher literacy skills are less likely to be unemployed, experience shorter periods of unemployment, and more likely to find full-time rather than part-time work. They are also more likely to receive further training. Individuals with high literacy skills have an average annual income that is approximately double that of individuals with low literacy skills. The implications are much greater when we consider that gainful employment also has a significant effect on a person's physical, mental and social health. Literacy contributes to quality of life in terms of reduced poverty, unemployment, public assistance and conflict with the law, and helps to improve individual and family well-being.

The NWT Literacy Strategy provides a framework for a broad range of activities that will occur over the next five years. The strategy is based on recent public consultations that occurred during the development of the strategy as well as on previous input and consultations. Actions taken in other provinces and territories have also been considered in developing the framework.

This strategy is built upon strengthening the importance of literacy as a major tool in lifelong learning across the lifespan.

The long-term goals of the Literacy Strategy are to:

1. Increase the number of people in the NWT who are literate;
2. Increase awareness of the importance of literacy in the official languages of the NWT;
3. Ensure government departments work together to increase literacy levels in the NWT; and
4. Develop literacy partnerships across society.

Objectives are outlined in the strategy to address each goal. The objectives, while general in nature, provide a framework within which progress can be measured over time. Careful planning of activities and the measurement of results are key features of the strategy. Included in the appendices are an overview and accountability framework followed by a detailed action plan. The objectives laid out in the strategy are directly linked in the action plan to specific actions, measures, and targets. The action plan will be updated each year in response to changing circumstances.

To guide implementation of the strategy a Ministerial Council on Literacy will be established. Membership on the Council will include representation from GNWT departments, aboriginal organizations, educational authorities, employers, and the non-profit sector. The council will evaluate progress on the strategy and discuss plans for further action.

By working together, opportunities will be made available so that young children can become school ready, school age children can acquire the literacy and language skills needed for further education or the workforce, adults can continue to improve their potential to access education and employment opportunities, and seniors can live active, independent lives. This will result in a northern society where people from the Northwest Territories have strong literacy skills.

Ayamihcikewin

Edihtl'eh gots'edisho

Literacy

Tairuaniqun

?ets'edetl'e

This strategy is inclusive of all the Northwest Territories' official languages. Individual needs of the official languages are addressed specifically in the action plan.

?erıtl'ıs k'e yatı

Alphabetization

T'iriganik-taiguaniklu

Entl'e k'e yiats'eetl

Tr'igwidantl'oo

OUR VISION

Our vision for the Northwest Territories is of a society where

- ✓ all people can read and write,
- ✓ all people can actively participate fully as citizens,
- ✓ literacy is valued as a life-long learning process necessary for personal, social, political and economic development, and
- ✓ people value literacy in all official languages of the NWT.

Our vision builds upon the Government of the Northwest Territories document *Towards a Better Tomorrow* that sets out a vision for a prosperous future. Our vision strongly supports the following statements outlined in *Towards a Better Tomorrow*:

- ✓ Self-reliant, healthy, well educated individuals, families and communities doing their part in improving the quality of their own lives.
- ✓ Respect for the diversity of cultures and languages in the Northwest Territories.

DEFINITION OF LITERACY

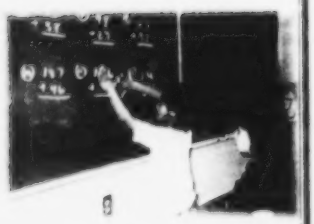
There are a wide variety of definitions of literacy available in today's world. While many of these definitions focus narrowly on the ability to read and write, it is our belief that literacy needs to have a much broader focus. In addition to listening, speaking, reading, writing, viewing and representing, there is also the concept of numeracy. Numeracy involves using mathematics to solve problems, communicating and reasoning mathematically, and the application of a variety of mathematical processes. When defining literacy we must also acknowledge the fact that the literacy standard will continue to be raised as our society becomes more and more complex. What is deemed to be a functional standard of literacy today will most likely be found wanting ten years from now.

For the purpose of this document:

> **Literacy is an individual's ability to listen, speak, read, write, view, represent, compute and solve problems in one or more of the NWT official languages at levels of proficiency necessary to function in the family, in the community and on the job.**

BELIEFS AND GOALS

If students are behind in their literacy skills by the end of grade 3, without extra support they may fail to keep up. This can lead to frustration and unfortunately to students quitting school.



Our Guiding Beliefs

We believe:

- ✓ Literacy is important for people of all ages.
- ✓ Literacy is a key indicator of the health and well-being of individuals and families.
- ✓ Literacy is key to social, political and economic development.
- ✓ Literacy is best achieved through an active partnership involving individuals, families, communities and government.
- ✓ Literacy programs should be supported in all official languages of the Northwest Territories through early childhood experiences, the school and continuing education system in all communities.
- ✓ Literacy programs should be learner-centred, community-based, coordinated and integrated, and provide transferable learning.
- ✓ Teaching methods and learning materials used should recognize and incorporate the needs, goals and cultures of the learner and the community.
- ✓ Literacy is an issue for the delivery of all GNWT programs and services.
- ✓ Individuals should recognize that they are ultimately responsible for achieving and enhancing their own level of literacy in at least one of the NWT official languages and should take advantage of the opportunities available to them.

We need baseline statistics on literacy rates in the NWT.

Our Goals

The long-term goals of the Literacy Strategy are to:

1. Increase the number of people in the NWT who are literate;
2. Increase awareness of the importance of literacy in the official languages of the NWT;
3. Ensure government departments work together to increase literacy levels in the NWT; and
4. Develop literacy partnerships across society.

INTRODUCTION

"Education plays a large role in people's ability to take care of themselves and others. It can improve employment opportunities which, in turn, lead to greater self-sufficiency. Education can directly affect well-being by increasing awareness of healthy lifestyle choices and improving social, parenting and coping skills."
Shaping Our Future: A Strategic Plan For Health And Wellness

The need to further improve education levels among NWT residents has been recognized for some time. However, it is important to first look at literacy in the broadest NWT context. Literacy affects all areas of life from birth to death, and it also impacts on society as a whole.

Basic literacy is just the beginning of survival in today's society. What is needed is the ability to communicate with others and the ability to comprehend and solve problems and learn from these problems. High school graduates have a level of literacy and a skill set from which they can learn and improve their ability to function and enhance their lives. From this level of literacy adults can improve their skills in other types of literacy such as academic, non-academic, cultural and technical literacy.

Literacy is one of the critical components of human development, especially during a child's formative pre-school years. It becomes the foundation upon which all learning throughout life is based. Literacy skills enable people to expand their quality of life, in terms of self-satisfaction, increased opportunities and ability to participate fully in modern society.

Improved literacy leads to reduced poverty, unemployment and income assistance and helps to improve individual and family health. Improved levels of literacy also contribute to a society's economic, political, social and cultural life.

WHAT ARE THE EFFECTS OF LOW LITERACY LEVELS?

EARLY LITERACY

"Between the time a woman gets pregnant and the time her child turns 6, the child's brain develops more than at any other time in life. Getting the right kind of stimulation and love from parents and other adults early in life can improve the way people learn, behave and feel about themselves both as children and adults."
Building a Healthy Future, Health Canada, 1997

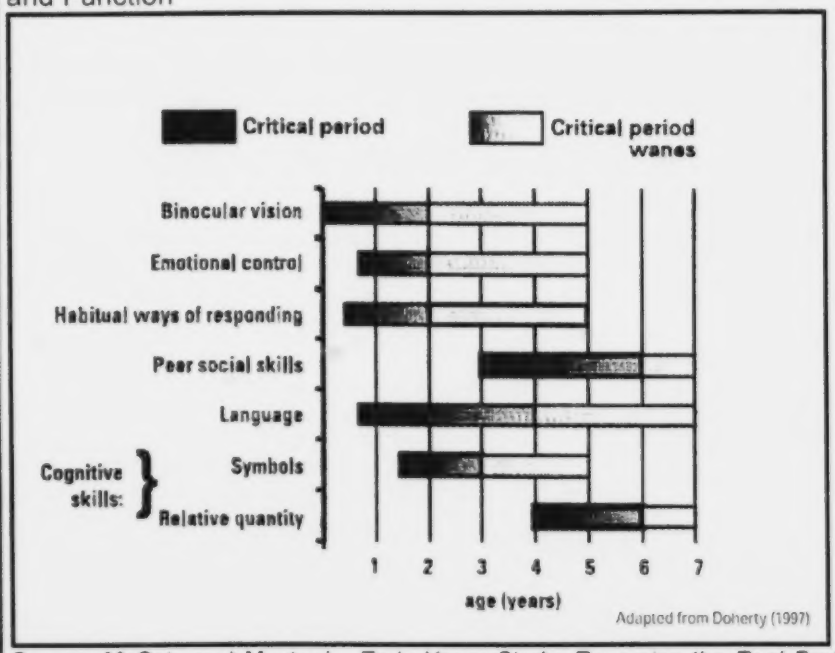
Photo Credit: Terry Fenge

"There are periods of time known as windows of opportunity in the child's brain development when it is especially open to certain kinds of learning."

"Early childhood experiences have powerful effects on the development of children's physical and emotional abilities and influence their abilities in math, logic, language and music."
Voices for Children, 1997

Researchers have defined critical periods for brain development and function. These periods support the importance of investing in the early years for positive outcomes later in life.

Figure 1: Critical Periods for Some Aspects of Brain Development and Function



Source: McCain and Mustard. *Early Years Study: Reversing the Real Brain Drain*. Toronto: Government of Ontario. 1998. Adapted from Doherty, G. *Zero to Six: the Basics for School Readiness*. Applied Research Branch. Ottawa: Human Resources Development Canada. 1997. R-97-8E.

The above chart shows that the critical development for language is between 6 months to 4 years with development potential beginning to decrease by 5 years of age and diminishing as the years progress. Therefore, early literacy experiences are vital in support of the development of life-long learning.

Parents clearly have a strong influence on their children's literacy levels. This is especially critical to the people of the NWT since the birth rate and the rate of population growth is the second highest in Canada. One third of the population in the NWT is under the age of fifteen.

The National Association for the Education of Young Children (1995) believes that the commitment to promoting universal school readiness requires:

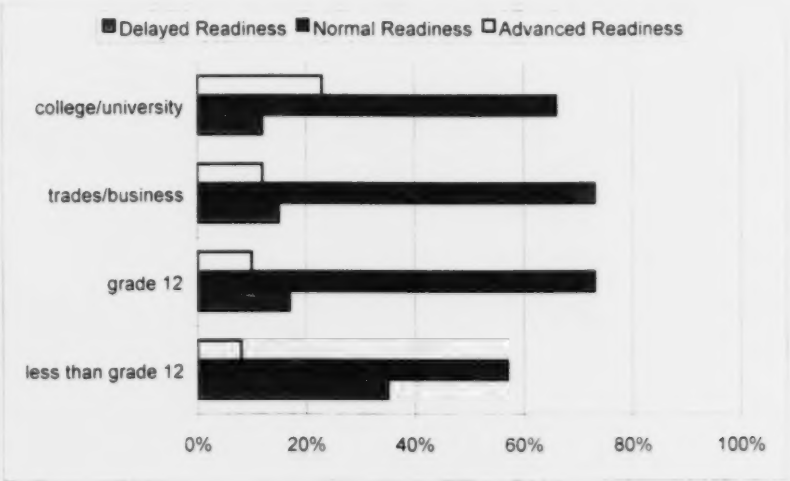
- *Addressing the inequities in early life experiences so that all children have access to the opportunities that promote school readiness;*
- *Recognizing and supporting individual differences among children including linguistic and cultural differences; and*
- *Establishing reasonable and appropriate expectations of children's capabilities upon school entry.*

Early childhood experts agree that good quality early education programs from the very first years of life are vital, especially for children at risk. According to Statistics Canada (1999) "...Reading to children more than once a day has a substantial impact on their later academic skills. And reading to a child several times a day overcomes many of the educational disadvantages of living in poverty or of having a parent with low literacy skills." ABC Canada Literacy Foundation. Family Literacy Day, January 27, 2000

Parents are the first teachers of their children and have a great impact on their children's literacy levels. It is important to provide infants and toddlers with enriching experiences to instill a love of reading and set the stage for lifelong learning. Reading problems can be prevented with early intervention. "Self-concept, social development, cognitive development and reading all begin in families through listening and talking; singing, laughing and playing games; telling and reading stories; asking and answering questions; drawing pictures and writing; stimulating imagination through play and books; connecting language to the world the child knows and sharing new experiences to make that world a little larger. A supportive environment and different opportunities for using literacy are more important to reading development than is acquiring a set of skills; learning to read takes place on a daily basis as part of everyday life."[1]

Parents' education levels are strongly linked to the school readiness of children. Children with a parent who has attended college or university were far more likely to score in the "advanced" category of school readiness than children whose parent(s) had attained lower levels of education.

Figure 2: School Readiness of Children, Aged 4-5 Years, by Parents' Educational Attainment, Canada, 1994-1995



Source: Health Canada, 1999

Opportunities for the development of literacy in early childhood years can occur in a number of ways at the community level.

There are 3,542 children between the ages of 0-4 years and 4,216 children between the ages of 5-9 years according to the most recent NWT population statistics, June 2000.

The current level of licensed child care spaces accommodates 15% of NWT children (September 2000).

Studies have shown that investing in the early years has significant benefits not only for the child to develop to his/her fullest potential but cost savings in future expenditures. Every dollar spent in early childhood can result in a saving of seven dollars in health and social spending.

Positive parenting is important to early childhood development. A secure attachment with a nurturing adult influences a child's capacity for cognitive, social and emotional development. Children whose parents are depressed or otherwise troubled are most at risk for losing the opportunity to establish a secure attachment in the first 18 months of life. Children living with depressed parents were almost four times as likely to be living in low-income households than in high-income households.

It is clear that parents play a strong role in the education of their children but it is important to note that early intervention is the responsibility of everyone. The parents' role is to nurture and stimulate children from birth. Professionals have a responsibility to identify concerns and arrange appropriate supports for parents. Government also has an important role to provide high quality early childhood programs that can contribute to a child's physical, intellectual, social and emotional well-being.

Recognizing the principles and characteristics for effective early childhood development programs, the departments of Education, Culture and Employment and Health and Social Services have identified broad areas for joint action: pregnancy; birth and infancy; parenting and family supports; early childhood care and learning; and community supports. An action plan based on the work is under development.

FAMILY LITERACY

"The family is where literacy begins and where the foundations of literacy are learned." Family Literacy in Canada: Profiles of Effective Practices, 1998

Family literacy which, according to ABC Canada, is defined as "all the ways parents, children and extended family members develop and use literacy skills to accomplish day-to-day tasks and activities, at home and in their community. It includes making drawings to share ideas, writing messages, keeping records, making lists, reading and following directions, or sharing stories and ideas through conversation, reading and writing. Family literacy also has to do with adults being literacy role models for their children."[2]

Family literacy provides an important context for parents and children to learn and use literacy together. Family literacy programs and activities are likely to have their greatest long term effects in those instances where:

- the education of adults is central,
- adults learn to be literate and to use their literacy in frameworks related to life roles (parent, worker, community member), and
- adults are encouraged and aided in ensuring intergenerational transfer of skills to children.

The National Forum on Health and other groups have repeatedly pointed out that parenting capacity is highly affected by wages and working environments. The Vanier Institute of the Family in 1998 calculated that the average Canadian family requires 77 weeks of paid work to cover basic annual expenses. Many parents have unstable and low-paying jobs. Since there are only 52 weeks in a year, most families are required to have two wage earners. Meeting the demands of both work and family is a formidable challenge for working parents, especially women.

In addition to positive parenting, several other factors have a positive effect on children's behaviour and relationships. These include supportive communities, school stability and access to high-quality childcare while parents are working or studying.

A major concern in Canada is the large number, 50% of single parent families who are led by women in low-income situations and the associated higher risks for their children. (Statistics Canada, 1995). For both Canada and the NWT the percentage of families comprised of lone parent families has been increasing over the past 15 years.

A child's home environment plays a significant role in his or her personal growth and development and subsequently, promotes the concept of lifelong learning. Family Learning Handbook, 1997

Table 1: Lone Parent Families, NWT and Canada, 1981-1996

	1981	1986	1991	1996
NWT (%) of Total	13%	16%	15%	16%
Canada (%) of Total	13%	13%	13%	15%

Source: Census Canada. 1996

Educational achievements of children are closely related to those of their parents, therefore, increasing education levels of adults as well as children is very important for the social and economic development of the N.W.T.

Literacy development starts well before a child begins school. "In recent years, major studies (Why Children Can't Read, 1997; Snow, Burns & Griffin, 1998) have found that the seeds of literacy are planted before children enter school. Knowledge about letters and sounds, print and pictures, and words and sentences is a prerequisite for learning to read and write. Further, these studies indicate that important literacy skills do not develop spontaneously: instruction shapes them. Preschool, day care, and kindergarten programs, along with parents, must supply the experiences to build this basic knowledge." [3] If children do not have opportunities to participate in any form of early literacy they are at a disadvantage when they enter the school system. "Canadian and American research demonstrates that school readiness at age six predicts children's ability to benefit from academic instruction in the early grades of elementary school."[4]

Community libraries have a major role to play in literacy promotion and advocacy of family literacy. Public and school libraries are one of the most important community resources that can assist in enhancing children's readiness-to-learn and ability to succeed in school. This is done through programming that encourages literacy development, by providing developmentally appropriate books and other library materials for young children and by reaching out to families and care givers of young children to provide resources, skills and encouragement to foster an enjoyment of reading and learning.

SCHOOL AGED

"Being school ready at school entry gives children the opportunity to benefit from all that school has to offer, both academically and socially. This allows them to develop self-respect and self-esteem as they tackle the challenges of learning and growing up."
Gillian Doherty, Zero to Six the Basis for School Readiness

Photo credit: Terry Pearce

Within the school system, current research points to the primary years as providing the maximum opportunities for literacy development. Many of the southern provinces have focused their school-based, literacy initiatives on kindergarten to grade three. In April 1998, the Alberta Government introduced their Early Literacy Initiative (ELI). Fifty seven million dollars was allocated to school authorities over a period of three years to address the needs of children in kindergarten programs and students in grades 1 and 2 who were experiencing difficulties in developing early literacy skills. ELI is based on the belief that it is important to help children early in their schooling, before they fall so far behind that they believe they will not be able to read. Many later problems are consequently prevented by providing the children with the skills and strategies, necessary to be successful in the middle years, high school and thereafter. While the Alberta Government's final report on ELI is not due to be released until January 2001, early results are positive.

Along the same lines, the Manitoba Government introduced a similar initiative that provided funding of $2.7 million in 1998-99 and $4.7 million in 1999-00 to school divisions/districts for early literacy intervention programming designed to help students in grade one who require assistance with reading and writing.

Over the course of the next four years, the NWT Government will inject approximately thirty million additional dollars into the NWT school system. This funding will be used to reduce class size and increase support to students. A reduction in the number of students in the NWT classes should result in more one on one contact with students, which in turn, should translate into less students falling through the 'literacy' cracks.

In the absence of appropriate intervention strategies, students who are reading and writing below grade level by the end of grade three, unfortunately fall further behind as they encounter more and more print in the senior elementary, junior high and high school years. Research (Colvin, Kameenui and Sugai, 1993) has shown that students' inappropriate behaviour is often linked to lack of academic success. Lack of success in school often leads to increased frustration on the part of the student, which in turn, may lead to the student 'acting out' and/or dropping out of school.

"Quality early learning has been shown to play a significant role in reducing the effects of child poverty, such as low birth weight, poor nutrition, chronic health problems, poor success in school – and later on, unemployment and a new cycle of poverty."
People: Our Focus for the Future, 2000

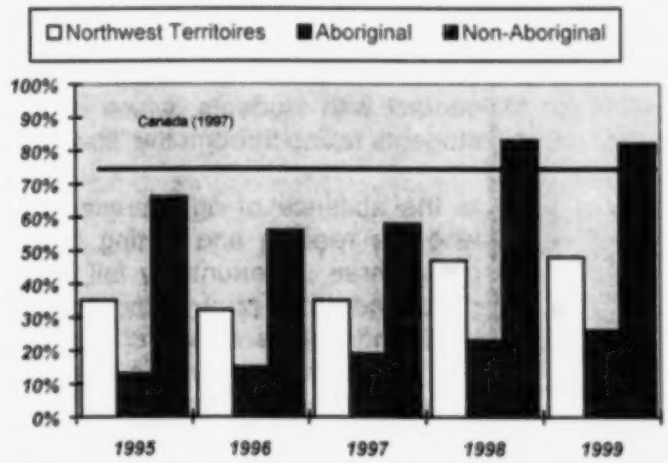
An Analysis of Results for the School Leavers Follow-Up Survey completed in 1995 by Human Resources Development Canada found that the school experiences of leavers and graduates are different. Leavers were more likely than graduates to:

- Report that they did not enjoy school
- Express dissatisfaction with their courses and school rules
- Have problems with their teachers
- Not participate in extracurricular activities
- Participate less in classes than other students
- Have friends not attending any school
- Associate with peers who did not consider high school completion important
- Not fit in at school
- Skip classes. [5]

Given the number of years that a student spends in the school system, the impact of teachers and the overall school environment on student and school success cannot be underestimated. Children and youth who see their teachers as fair and caring are more likely to have positive attitudes toward school and increased motivation to achieve.

The good news is that the number of graduates of the NWT school system has been steadily increasing in the past five years (1993-94 to 1998/99): from 28% to 41%. In 1999, the NWT rate was approximately 50% while Canada's was approximately 75%.

Figure 3: % of Graduates 18 year old by Ethnicity, NWT & Canada, 1995-1999



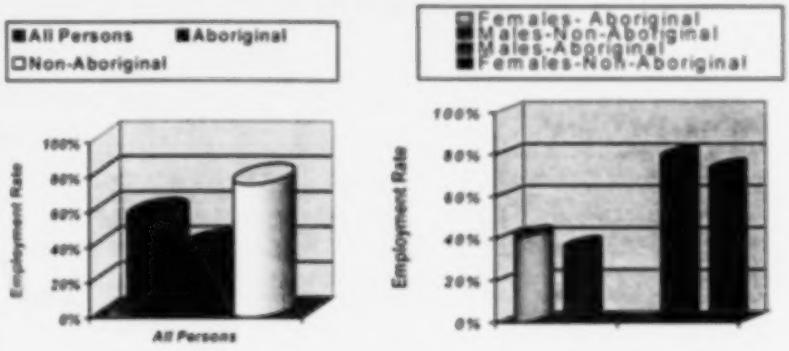
Source: Education, Culture and Employment, NWT Bureau of Statistics Population Estimates, Education in Canada, 1997

More young NWT residents, especially women, are attaining post-secondary accreditation that ever before.

Given the continued success of the school system, it is important to note that there is still a long way to go. Statistics indicate that 32% of all youth and 55% of our Aboriginal youth leave school early. Furthermore, an analysis of the NWT youth labour force statistics listed in the 1999 NWT Labour Force Survey (Figure 4) reveals that while 71% of persons aged 15 to 29 years were available for work (participation rate), the overall employment rate was 56%. For Aboriginal persons, the picture is even bleaker with a participation rate of 65% and an employment rate of 48%. For Aboriginal males with a participation rate of 62% and an employment rate of 36% the picture is bleaker still.

"Children grow up surrounded by family, friends, neighbours, schools and communities. Healthy social environments and strong support networks promote the emotional and physical well-being of all children. At the heart of this social environment is the family. The love, affection, and attention parents give their children in their early years will often have a great impact on a child's development, influencing language skills, literacy, social adjustment and scholastic achievement".
Health Canada, Healthy Development of Children and Youth. The Role of the Determinants of Health: An Overview. 1999

Figure 4: Youth Labour Force Activity by Ethnic Group and Gender, Age 15-29 Years, 1999



Source: 1999 NWT Labour Force Survey
Prepared by: NWT Bureau of Statistics, August 2000

The largest difference in labour market outcomes occurs between those who have completed high school and those who have not. Individuals who do not finish high school have rates of unemployment that are about two times higher than those with high school or further education.[6]

The economic, employment and psychological consequences of early school leaving are greater today than they were ten or twenty years ago and are likely to be even more acute in the coming decade. High school drop-outs will increasingly find themselves unemployed, marginalized and looking for work at the lowest levels of the job market.

In an age of global technology and accessing world-wide

"Moreover, because the outcomes of one generation affect the opportunities of the next, care must be taken to ensure that children have sufficient and equitable access to literacy-enhancing experiences regardless of their socio-economic background, in order to prevent sowing the seeds of social exclusion at an early age." Vivian Scafla and Grant Schellenberg. The Value of Words: Literacy and Economic Security in Canada 1998

information and resources, the skills required to become computer literate are increasingly important. Research by Harvard University (1994) suggests that the Internet, as a medium, is further dividing the "haves" from the "have-nots". Those on the Internet and with access to computers, mainly the well educated and affluent, will use information networks to increase their knowledge and opportunities. Those who leave secondary school before acquiring their diploma have further reduced their chances of accessing information and finding employment.

ADULTS

There is growing recognition that literacy is such a critical factor in corporate and personal success that it demands greater consideration and understanding. There is a growing awareness that literacy skills are not 'fixed' forever. Individuals can lose skills after they leave school through lack of use or they can gain skills through practice and additional training. Now and for the foreseeable future, literacy will be an important business issue.

Bloom, M. Burrows, M. LaFleur, B. and Squires, B. The Economic Benefits of Improving Literacy in the Workplace. The Conference Board of Canada. 1997

Literacy skills are not static but need to be maintained and enhanced with regular use. While the kindergarten to grade 12 system nurtures the initial development of literacy skills, people's experiences into adulthood further fashion these skills. Literacy skills are not "fixed" forever. Individuals can lose skills after they leave school, through lack of use or they can gain skills, through practice and additional training. Only through informal learning and the active use of literacy skills in daily activities – both at home and at work – will higher levels of proficiency be attained.

Adult literacy is crucial to individuals as their literacy skills can make a difference in their level of income and job security. Many adults reach adulthood unprepared to be active participants in the economy. One of the key challenges faced by employers and employees alike is how best to continue learning while on the job. Research has shown that adults with marginal literacy skills are less likely to receive job-related training and education than those with high–level skills. The best-proven method to turn this tide around is workplace education. The impacts of workplace education programs are dramatic for both employer and employee. For the employee the impacts include improved literacy and basic skills, increased self-confidence, higher productivity and more competent use of technology. For the employer the impacts are increased health and safety, quality of work, work effort and improved labour relations.

For the Post Secondary Education system in total Human Resources Development Canada (HRDC) projections indicate that over 70% of the new jobs created by 2004 will be in occupations requiring at least some post-secondary training.

Funding and Capacity Study. Post-Secondary Education. Council of Ministers of Education, Canada. 1998

Gainful employment has a significant effect on a person's physical, mental and social health. Paid work provides not only money, but also a sense of identity and purpose, social contacts and opportunities for personal growth. When a person loses these benefits, the results can be devastating to both the health of the individual and his or her family.

"As in other developed countries, the nature of work is also changing in Canada. Globalization, changing market structures and the advent of new technologies have had a profound effect upon the Canadian wage economy. Employment growth in Canada and the structure of employment in all sectors is shifting toward knowledge and technology intensive industries. The widespread "upskilling" reinforces the continued shift in demand from low-skilled to high-skilled workers." [7]

The world of work is increasingly demanding. It is estimated that over two-thirds of the new jobs in Canada by the year 2004 will require more than 17 years of education.

The key lesson to be learned from labour market training is that Grade 12 academic skills are the essential foundation for job related training and retraining. To that end, the most important initiatives consist of:

- preventing premature exit from school;
- integrating vocational and occupational perspectives in high school; and
- upgrading the literacy and numeracy skills of those without basic education.

Employability skills are the generic skills, attitudes and behaviours that employers look for in new recruits and that employers develop through training programs for current employees. In the workplace, as in school, the skills are integrated and used in varying combinations, depending on the nature of the particular job activities.

The improvement of general adult education with a lifelong learning perspective is essential for the achievement of personal fulfillment and for the promotion of active citizenship.

Adult Learning, Activity 1998, Volume 10, Number 1

Table 2: Employability Skills Profile: Canada 1998

Employability Skills Profile: The Critical Skills Required of the Canadian Workplace

Academic Skills Those skills which provide the basic foundation to get, keep and progress on a job and to achieve the best results	**Personal Management Skills** The combination of skills, attitudes and behaviours required to get, keep and progress on a job and to achieve the best results	**Teamwork Skills** Those skills needed to work with others on a job and to achieve the best results
Canadian employers need a person who can:	Canadian employers need a person who can demonstrate:	Canadian employers need a person who can:
Communicate Understand and speak the languages in which business is conducted. Listen to understand and learn. Read, comprehend and use written materials, including graphs, charts and displays. Write effectively in the languages in which business is conducted	**Positive Attitudes and Behaviours** Self-esteem and confidence; Honesty, integrity and personal ethics; A positive attitude toward learning, growth and personal health; Initiative, energy and persistence to get the job DONE	**Work with Others** Understand and contribute to the organization's goals. Understand and work within the culture of the group. Plan and make decisions with others and support the outcomes. Respect the thoughts and opinions of others in the group. Exercise "give and take" to achieve group results. Seek a team approach as appropriate. Lead when appropriate, mobilizing the group for high performance
Think Think critically and act logically to evaluate situations, solve problems and make decisions; Understand and solve problems involving mathematics and use the results; Use technology, instruments, tools and information systems effectively; Access and apply specialized knowledge from various fields (e.g., skilled trades, technology, physical sciences, arts and social sciences)	**Responsibility** The ability to set goals and priorities in work and personal life; The ability to plan and manage time, money and other resources to achieve goals; Accountability for actions taken	
Learn Continue to learn for life	**Adaptability** A positive attitude toward change; Recognition of and respect for people's diversity and individual differences; The ability to identify and suggest new ideas to get the job done - creativity	

Source: Conference Board of Canada

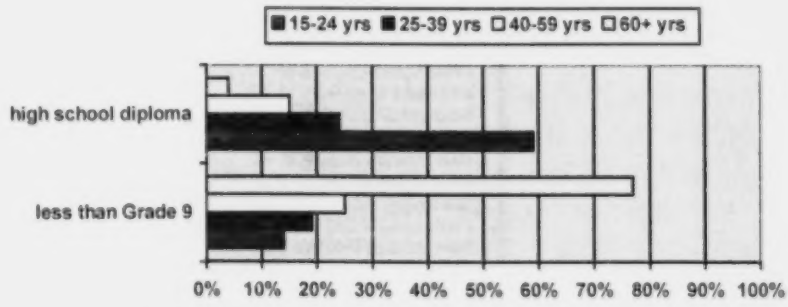
SENIORS

"Low literacy levels have more than just economic effects, they affect all aspects of our lives in ways as basic as understanding a drug prescription or reading vital health information."
Honourable Pierre S. Pettigrew, Minister of Human Resources Development Canada

Data gathered for the International Adult Literacy Survey (IALS) indicates that older Canadians have the lowest literacy levels of any age group. "Seniors have, on average, relatively low levels of formal educational training. For example, only 8% of all Canadians aged 65 and over had a university degree in 1996, compared with 17% of people between the ages of 25 and 64. Seniors were also less likely than their younger counterparts to have a certificate or diploma from a non-university post-secondary institution. In fact, the majority of today's seniors, over six out of ten, never completed high school. Of these, 25% had attended, but had not graduated from high school, while 37% had less than a Grade 9 education".[8]

In the NWT, it can be assumed that the percentage of formal education of seniors will be even less than that of Canada. The majority of seniors in the NWT grew up when there was limited formal education available to them.

Figure 5: Aboriginal Population, by Age, with Less than a Grade 9 and with a High School Education, NWT, 1999



Source: NWT Bureau of Statistics, 1999

As a result of a lack of formal education, many seniors have difficulty reading written English material. This could result in serious health concerns. Research conducted by Human Resources Development Canada on seniors and literacy found that seniors with less education are likely to be in poorer health than those with higher education levels because they are least likely to be able to read and understand written medical and health information easily. "Studies have demonstrated that people with low literacy skills are often unable to fully comprehend safety warnings on medications. This has resulted in overdoses and the incorrect use of medication resulting in

hospitalization. How people cope with illness, and how well they recover from surgery is directly affected by their understanding of instructions from their doctors and nurses."[9]

The literacy levels of many of the seniors in the NWT are also affected by the fact that, for many, their first language is an official language other than English.

OFFICIAL LANGUAGES/CULTURE

"Enhancing literacy levels in the workplace improves bottom-line performance for Canada's employers and gives employees a better chance for success in their careers." The Economic Benefits of Improving Literacy Skills in the Workplace

The language profile of the North is another factor affecting the literacy levels.

There are eight official languages in the Northwest Territories: Chipewyan, Cree, Dogrib, Gwich'in, Slavey (South and North), Inuktitut (Inuvialuktun and Innuinaqtun), English and French.

Use of aboriginal languages in the NWT has been declining. Almost 90% of the population reported English as their home language in the last census. Native languages, as a whole, were the next most common, with almost 8% reporting Dogrib, South Slavey, Inuktitut (Inuvialuktun and Innuinaqtun) or Gwich'in as their home language.

It is important to support communities in reviving and maintaining their language. There are many factors involved in maintaining aboriginal languages. Languages can only survive if the people of the NWT pass them on from one generation to the next. The primary responsibility for ensuring retention and enhancement of culture and language rests with the individual, the family and their community. The GNWT's role is to provide support to the language communities.

The people of the NWT can gain a better appreciation for the various cultural groups in the NWT if they are aware of the languages and help to support and encourage their use.

WHAT ARE THE CONSEQUENCES OF LOW LITERACY LEVELS ON SOCIETY?

LITERACY AND HEALTH

"Health status improves with one's level of education. On average, as education increases, self-rated health status improves, while activity limitation and the number of workdays lost due to illness or injury decrease. And, those with a university degree are about half as likely to have high blood pressure, high blood cholesterol, or to be overweight, as are those with less than high school education."
Report on the Health of Canadians, September 1996.

Towards a Healthy Future, the Second Report on the Health of Canadians (1999) looked at a number of key factors in the economic environment - employment and unemployment, working conditions, factors in the social environment (such as social support, civic participation and violence), income and income distribution, and education and literacy. The *Report* suggests that the last two factors; education and literacy, need to be a priority for action in our long-term efforts to maintain and improve the heath of the entire population.

"The positive relationships found between schooling and health status of family members, of education and efficiency of consumption choices, and of schooling and fertility choices or non-participation in criminal activities can all be listed as non-market (non-economic) effects of education. Particularly, in terms of a person's success in making personal choices, more schooling is indicated to have a positive influence, probably through gaining information that promotes more efficient decisions." [10]

"Higher levels of education are associated with higher levels of health, longer life expectancy and other positive outcomes. Educational attainment is a key factor in socio-economic status. A person with a high level of education is more likely to be employed and earning a higher income than someone with low educational attainment." [11] Research also indicates that people with higher levels of education are more likely to engage in healthy behaviours and avoid unhealthy life style choices.

When it comes to lifestyle choices, people with high levels of literacy and education tend to smoke less, exercise more and eat healthier food. Income is also a factor.

In the 1996-97 National Population Health Survey, the percentage of men and women who smoke cigarettes indicates that the rates of smoking vary substantially by income level, with the highest rate of smoking represented by men (40%) and women (36%) in the lowest income bracket. Smoking decreased to a low of 16% and 13% among men and women in the highest income bracket.

Rates of cigarette smoking continue to be significantly higher in the NWT than for Canada. Among youth, aged 12-24 years, 54% of the NWT youth smoke compared with 27% in Canada (National Population Health Survey, 1996-97).

LITERACY AND SOCIAL PARTICIPATION

"Literacy also has a bearing on social and political participation. Higher levels of literacy are associated with participation in voluntary community activities. There is also a measurable association between literacy and female representation in government. More specifically, countries with higher average scores on the prose scale have a greater share of their parliamentary seats held by women." [12]

Literacy provides the means for greater participation in all spheres of society. Low levels of literacy can limit individuals' ability to take part in decision-making and thus exercise their fundamental citizenship rights. Moreover, because the outcomes of one generation affect the opportunities of the next, care must be taken to ensure that children have sufficient and equitable access to literacy-enhancing experiences, regardless of their socio-economic background, in order to prevent sowing the seeds of social exclusion at an early age.

"It (literacy) is a necessary ingredient for citizenship, community participation and a sense of belonging."
Organization for Economic Cooperation and Development (OECD) and Statistics Canada. Literacy in the Information Age: A Final Report on the International Adult Literacy Survey. 2000

LITERACY AND JUSTICE

While recent research indicates that as many as 45% of adult Canadians have low levels of literacy, this figure jumps to 60% when applied to prison inmates.

"National corrections information shows that the majority of Canadian prisoners are 'undereducated'. It is fairly well recognized that many people who end up in prison have problems with reading and writing. But reports vary when it comes to actual numbers. Some researchers think that at least half (50%) of people who are sentenced to prison for two years or more are functionally illiterate...have limited literacy and numeracy skills." [13]

Although there are no statistics available on the education levels of inmates in the NWT, the Business Plan 2000-2003 of the Department of Justice, points to a number of harsh realities:

- *Crime rate*: The highest in Canada
- *Violent crime*: People in the North are twice as likely to be murdered and seven time more likely to be victims of sexual assaults than Canadians elsewhere in the country. Only Nunavut exceeds the NWT rate of violent crime.
- *Incarceration rates*: The number of people going to jail, per 100,000 population, is four times the national average.
- *Alcohol related crime*: Although statistics about the number of crimes that are alcohol related are not recorded, reliable estimates indicate that the great majority of crimes committed in the NWT, perhaps as high as 90%, are related in some way to the consumption of alcohol or drugs.
- *Inmate population*: Over 90% of the inmates in territorial correctional centres are aboriginal. This compares to a general population that is 48% aboriginal. Young men between 20 and 35 are the most likely to commit crimes that result in incarceration.

"Although the relationship between crime rates and social conditions is not clear, what is certain is that crimes do take place in a particular social context. Recognition of the social conditions in which criminal behaviour occurs is necessary in order to

understand and respond effectively to those behaviours. The bare facts are striking."[14]

- In the NWT the birth rate and the rate of population growth is the second highest in Canada.

- Overcrowded housing is a fact of life, because the physical infrastructure has not kept pace with the growth in population. It is common for large families, or several generations of a family, to live together in a small house.

- 31% of NWT residents, 12-24 years old, 35% of 25-44 year olds and 32% of those 45 years and over, drink 5 or more drinks at one time when they drink alcohol. Although rates of "heavy drinking" are similar to Canada for youth (29%), the rates for the rest of the population are considerably higher that the Canadian average. (Canada: 19% of 25-44 year olds and 10% of those 45 years and over). *Source: Socio-Economic Scan 2000*

- Many adults in the NWT attended residential schools, and carry the effects of cultural dislocation, and in some cases, abuse.

In Canada, when women in conflict with the law are examined as a group, a complex picture emerges. These women tend to be young, poor, under-educated and unskilled. Native women are over-represented, as are those addicted to alcohol, drugs or both. Many have been physically or sexually abused either as children or as adults, and many are emotionally dependent on abusive partners.

"In (Canada) 1985, 60% of crimes committed by women were property-related; over 50% were theft or fraud. In keeping with the rapid increase in female-headed households and the stresses associated with poverty, greater numbers of women are being charged with shoplifting, cheque forging and welfare fraud.

Crimes committed by women may be seen as symptoms of the sense of futility and desperation that accompanies a desperate life situation, whether it stems from poverty, homelessness, or physical, emotional or sexual abuse. This is borne out by the available information regarding incarcerated women; for many, alcohol has played a part in their imprisonment; and 34% of women admitted to provincial institutions are there because they are poor - they defaulted on fine payments."[15]

Many women feel that literacy will improve their lives but barriers diminish their desire to learn. "On a practical level, women experience barriers to attending adult education programs, stemming from their role within the family. Responsibility for childcare may hinder a woman's ability to participate in classes, and it may be either too difficult or too costly for her to arrange for childcare. She may find herself unable to attend classes if a child is ill or in need, and she may find that the distractions presented by children at home may prevent her from completing homework.

If she has a man in her life, he may feel threatened by her attempts to take action on her own behalf, and especially by the possibility that she will become better educated. While some men may feel supportive, others will react by either not helping (by refusing to provide childcare or drive her to classes) or by becoming verbally, emotionally or physically abusive."[16]

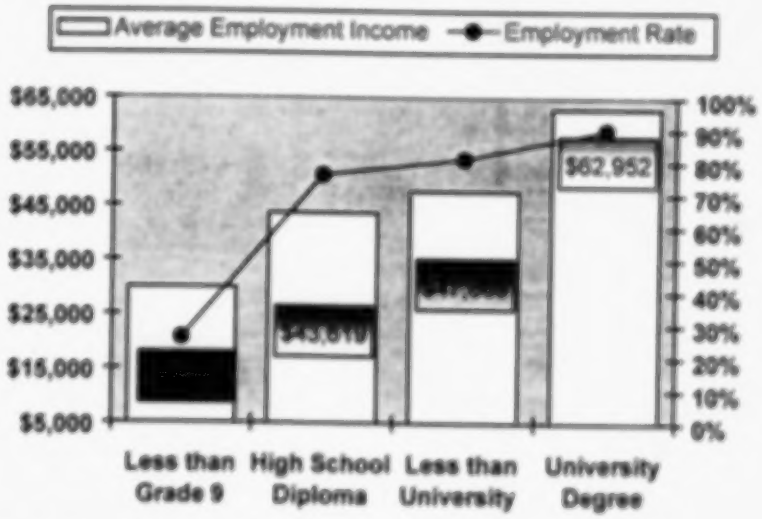
LITERACY AND THE ECONOMY

"A challenge facing all countries is how to overcome the disparity between the rising demand for skills in the knowledge economy, and the presence in the workforce of large numbers of people with poor literacy skills. The International Adult Literacy Strategy suggests strongly that the first step is to recognize the importance of the "long arm of the job" in determining adults' frequency of engagement in both formal and informal learning." [17]

There is a direct positive relationship between education and employment, but economic factors also play a vital role. Workers with higher literacy skills are less likely to be unemployed, experience shorter periods of unemployment and are more likely to find full-time rather than part-time work and are more likely to receive further training.

The dollar value attached to these factors is significant. Individuals with high literacy skills have an average annual income that is approximately double that of individuals with low literacy skills. Improved literacy skills enhance employment opportunities. In 1999 individuals in the NWT with low literacy skills, less than grade 9 experienced a 26% employment rate while individuals with a college diploma or a university degree experienced a 90% employment rate.

Figure 6: NWT Employment by Education Attainment and Average Income



Source: NWT Bureau of Statistics

Education impacts employment in a number of ways. There is a clear positive relationship between wage income and education, between education and employment choices and between education and job satisfaction."
Common Ground 2000: Report of the Economic Strategy Panel, 2000.

"NWT residents must obtain appropriate education and training to take advantage of opportunities in all sectors. Northern residents . . . have not participated in development to the degree that they should. Low educational levels and lack of skills lead to high unemployment and resultant social and health problems that are all too prevalent in most of our communities." Resources, Wildlife and Economic Development. *Common Ground 2000: Final Report of the Economic Strategy Panel*, Page 2.

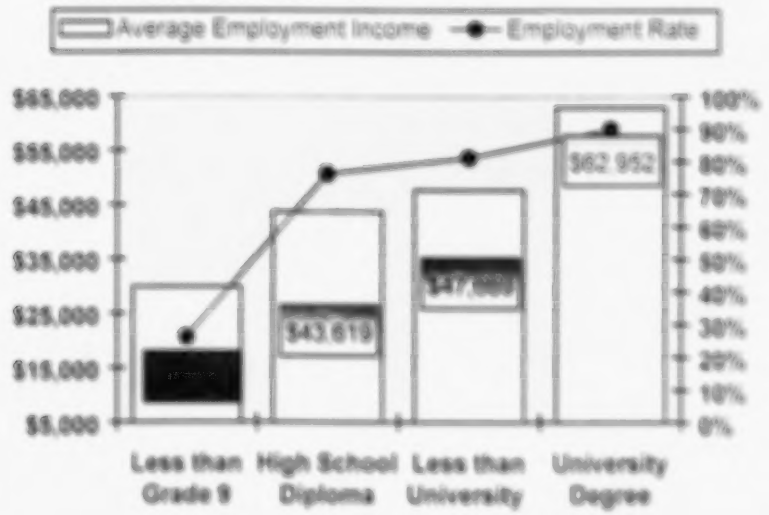
LITERACY AND THE ECONOMY

"A challenge facing all countries is how to overcome the disparity between the rising demand for skills in the knowledge economy, and the presence in the workforce of large numbers of people with poor literacy skills. The International Adult Literacy Strategy suggests strongly that the first step is to recognize the importance of the "long arm of the job" in determining adults' frequency of engagement in both formal and informal learning." [17]

There is a direct positive relationship between education and employment, but economic factors also play a vital role. Workers with higher literacy skills are less likely to be unemployed, experience shorter periods of unemployment and are more likely to find full-time rather than part-time work and are more likely to receive further training.

The dollar value attached to these factors is significant. Individuals with high literacy skills have an average annual income that is approximately double that of individuals with low literacy skills. Improved literacy skills enhance employment opportunities. In 1999 individuals in the NWT with low literacy skills, less than grade 9 experienced a 26% employment rate while individuals with a college diploma or a university degree experienced a 90% employment rate.

Figure 6: NWT Employment by Education Attainment and Average Income



Source: NWT Bureau of Statistics

Unemployment is an important measure of the economic well being of society. In many NWT communities unemployment is a serious problem. *In 1999, there were 3,170 people unemployed* in the NWT; 2,354 or 74% of these were aboriginal.

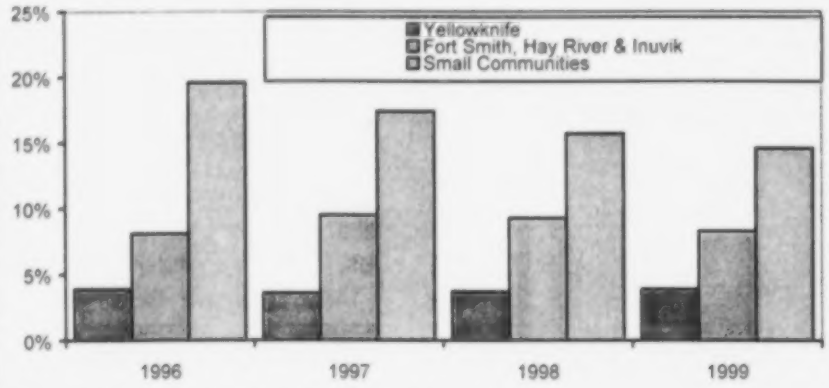
When Canadians lose their jobs, are unable to find sufficient employment or cannot engage in paid work for various reasons, they may receive income support from government programs. There is a connection between literacy and reliance on Employment Insurance and Income Assistance.

Proportion of Persons 15 Years & Over Who Received Income Support or Employment Insurance in the Previous 12 Months, by Highest Level of Schooling

ll Persons	16%
< Grade 9	29%
Grade 9-11	24%
High School Diploma	11%
Certificate or Diploma*	14%
University Degree	7%

Source: 1999 NWT Labour Force Survey
*The seasonal nature of construction trades

Figure 7: Population Receiving Income Assistance, by Community, NWT, 1996-1999



Source: NWT Labour Force Survey, 1999

THE INTERFACE BETWEEN LITERACY AND RESOURCES THROUGHOUT LIFELONG LEARNING

There is an inverse relationship between the opportunities and the resources needed for literacy development as shown in Figure 8. The opportunities for literacy development are the greatest in early childhood. These opportunities diminish as children progress through the school years and become working age adults. Conversely, the resources needed to achieve literacy increase as the child progresses in age, with the fewest resources needed in the early childhood years. The primary years, kindergarten to grade three, are the most crucial of the school aged years, with literacy development becoming increasingly more difficult as children progress through senior elementary, junior high and high school grades. Literacy development in the adult and senior years must contend, very often, with personal as well as educational issues, and the need for supports such as childcare becomes very costly.

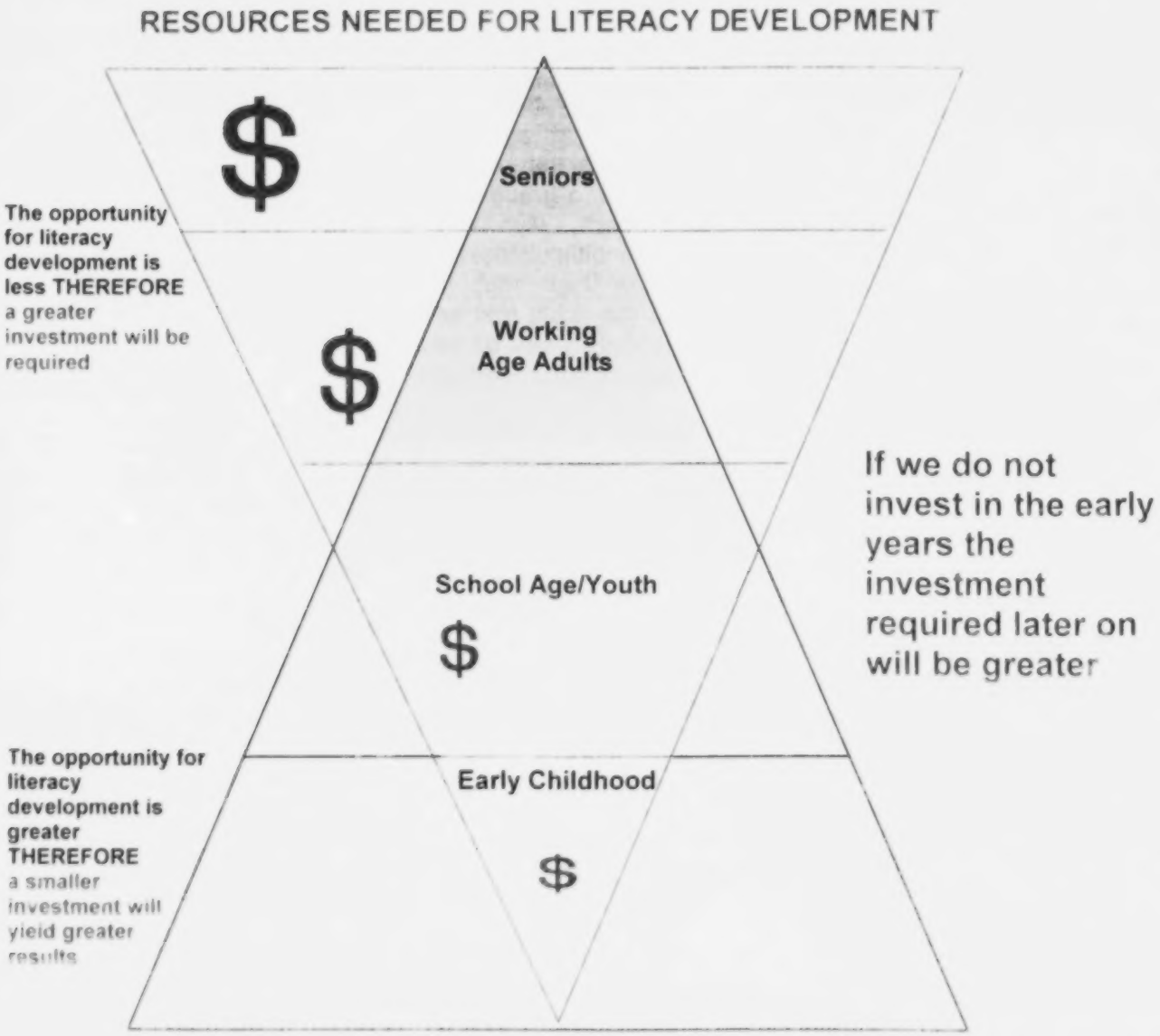
"There are periods of time known as windows of opportunity in the child's brain development when it is especially open to certain kinds of learning."
Voices for Children 1997

At present literacy is an integral part of all regular Education, Culture and Employment (ECE) early childhood development and school programs. Therefore, literacy initiatives for early childhood and school age are covered under the annual operating contributions. However, there is a need to enhance literacy initiatives within our preschool and primary education system.

ECE spends approximately $3.5 million on adult literacy and basic education and training initiatives through the college system and through contributions to a variety of non-government organizations. While this represents a significant annual investment, the total is insufficient to provide a minimum level of adult literacy programs in approximately 20 of the smaller communities in the NWT. Budgetary reductions in recent years have also constrained ECE's ability to support community libraries, workplace education, aboriginal languages, and the special needs of the disabled population. As well, growing industrial activity in the NWT is resulting in growing demand from employers for pre-trades programs. Other GNWT departments spend monies in support of literacy, but literacy is not the main reason for the delivery of their programs.

Although investments in the early childhood years are most beneficial in the long term, there is a need to invest across the continuum in the NWT. To be successful a comprehensive literacy strategy must ensure that investments are clearly planned and results are carefully measured.

Figure 8: THE INTERFACE BETWEEN LITERACY AND RESOURCES THROUGHOUT LIFELONG LEARNING


RESOURCES NEEDED FOR LITERACY DEVELOPMENT
$
Seniors
The opportunity for literacy development is less THEREFORE a greater investment will be required
$
Working Age Adults
School Age/Youth
$
If we do not invest in the early years the investment required later on will be greater
The opportunity for literacy development is greater THEREFORE a smaller investment will yield greater results
Early Childhood
$
WINDOWS OF OPPORTUNITY FOR LITERACY DEVELOPMENT

GNWT LITERACY STRATEGIC FRAMEWORK

The central element of the literacy strategy is lifelong learning. The strategy is built upon strengthening the importance of literacy as a major tool in lifelong learning across the lifespan. Today, more than ever before in history, lifelong learning has clearly become a necessity for survival. In order for people to achieve a quality of life which provides the basic human needs, they must be prepared to change and adjust to the incredible pace of development. Age-old careers become redundant and new pursuits develop which could not have been anticipated ten or twenty years ago.

NWT citizens need to have continuous access to learning opportunities throughout their lives in order to respond to these changes. There is a continuum of literacy comprising early childhood development, schooling from kindergarten to grade 12, and learning opportunities for adults of all ages. Literacy across the lifespan encompasses all of the official languages of the Northwest Territories. Literacy involves more than just formal educational programs. It affects the way the GNWT delivers programs and services and works in partnership with communities, other governing authorities, and non-government organizations. The level of activity in relation to literacy varies from department to department. The life stages at which departments have an interest in literacy also vary. Departments have to be responsive to the literacy needs of clients.

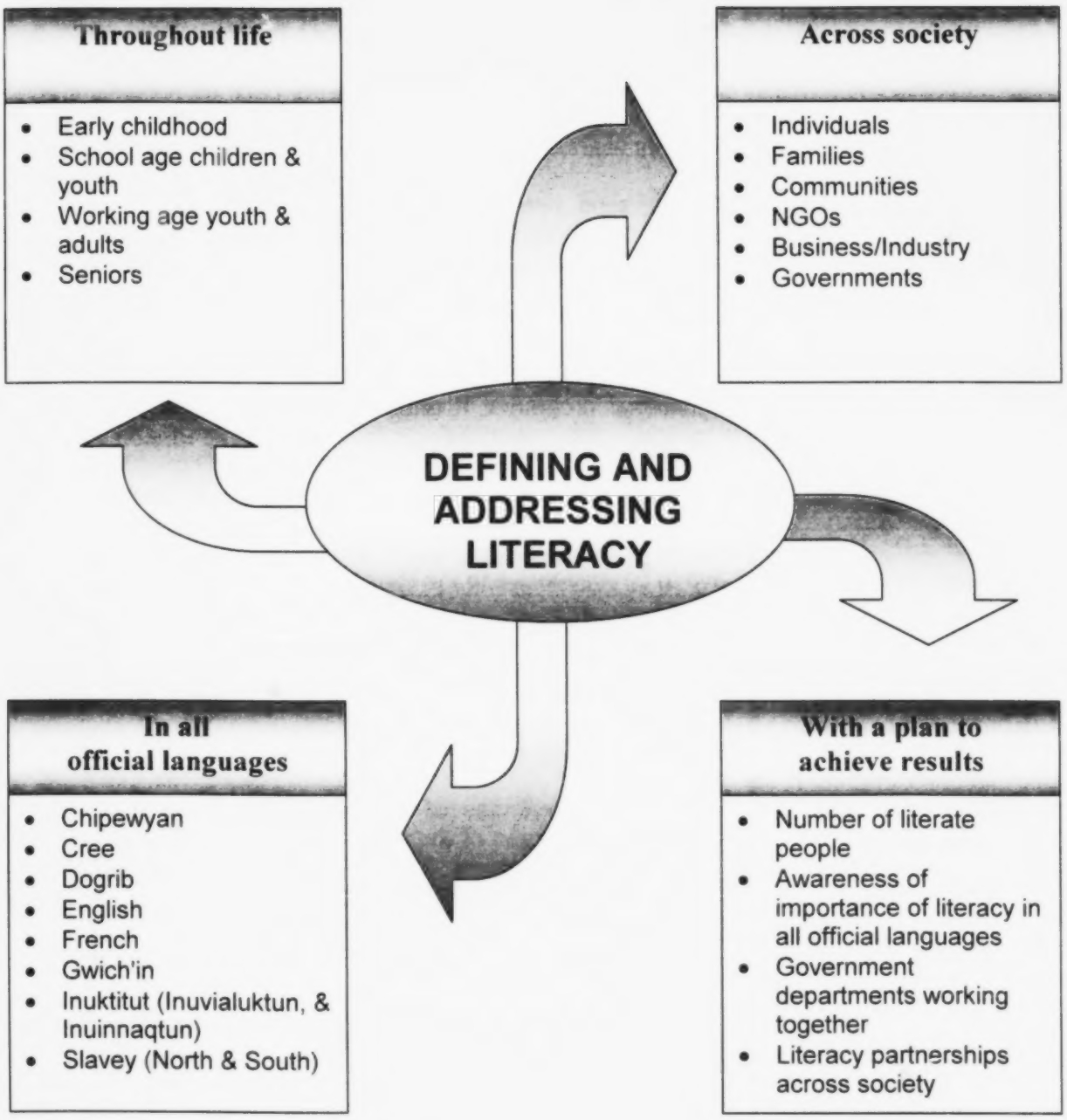
There is awareness that low literacy skills leads to problems with banking, driving, income tax forms, prescriptions, medical labels, food labels, safety signs, etc.

This strategy identifies four major goals and a series of objectives addressing literacy needs across the major life stages. The goals are to:

1) **Increase the number of people in the NWT who are literate.**
2) **Increase awareness of the importance of literacy in all official languages of the NWT.**
3) **Ensure government departments work together to increase literacy levels in the NWT.**
4) **Develop literacy partnerships across society.**

Working towards these goals will make certain that the GNWT works together with all literacy partners to ensure opportunities are available so that children can become school ready, school age children can acquire the literacy and language skills needed for further education or the workforce, adults can continue to improve their potential to access education and employment opportunities, and seniors can live active, independent lives.

Figure 9: GNWT Literacy Strategy Model



LEARNING THROUGHOUT LIFE

Early Childhood

Research demonstrates that the period of early childhood development is equal to or, in some cases, greater in importance for the quality of the next generation than the period children and youth spend in formal education or post secondary education. Evidence shows "that early years of development from conception to age six, particularly for the first three years, set the base for competence and coping skills that will affect learning, behaviour and health throughout life."[18]

The role of parents and families in a child's early years is key to ensuring children develop to their fullest potential. Family literacy opportunities provide children with language development opportunities.

School Age Children and Youth

The in-school program is recognized as the primary and usual route to functional levels of literacy for most people. A strong kindergarten to grade 12 system, which makes literacy a primary focus, needs to be in place to build on early childhood successes.

A key component of a 'strong' kindergarten to grade 12 school system is the ability to focus on the child as a lifelong learner, within the context of the family and the community. This means actively supporting partnerships with community-based, early childhood development agencies such as childcare and pre-schools. Along the same lines, similar partnerships need to be in place with universities, colleges, and the business community to facilitate the smooth transition of high school graduates into post secondary institutions and the workplace.

As early childhood programs and the school system achieve greater success, the demand for adult literacy programs will decrease.

Working Age Youth and Adults

Adults require on-going learning opportunities on a flexible basis to acquire a level of literacy sufficient to meet their needs as parents, employees, and citizens. For those who have not succeeded in school or whose education has been interrupted, a

system of adult basic education and literacy is necessary to allow adults to gain the skills they need to support their families and be fully productive members of their communities. Some adults are able to attend a full-time program of adult basic education. These adults may require more than a year of classroom study to become employment ready or to meet the entrance requirements for post-secondary programs. Other adults may require access to part-time programs to upgrade specific skills which they can balance with their family and work responsibilities. Connecting with employment and personal fulfillment is the outcome. Opportunities for adults of all ages make it possible for everyone to stay current, thus benefiting fully from all that NWT society has to offer.

Seniors

Seniors also need opportunities to acquire a level of literacy sufficient to ensure active, independent living. Many seniors across the north did not have access to schooling when they were children. This fact, coupled with rapid technological change, has meant that a number of seniors do not have the literacy skills to effectively function independently.

LEARNING IN ALL OFFICIAL LANGUAGES

Literacy and Language

Literacy in the NWT encompasses the eight official N.W.T. languages: Chipewyan, Cree, Dogrib, English, French, Gwich'in, Inuktitut (Inuvialuktun and Innuinaqtun), Slavey (North and South).

A great deal of emphasis is placed on the need for literacy skills in English. This is seen as the fundamental basis for further education or training, for apprenticeship opportunities, for access to post-secondary and professional education and training, for enhancing employability and economic independence. While English skills are important, bilingual and "bi-literate" individuals in the aboriginal languages are not just an asset but also a necessity. The importance of literacy in the aboriginal languages of the North is closely connected to the enhancement and continuance of culture and traditions.

The primary responsibility for ensuring the continued use of Aboriginal languages resides with the family and the community. The Department of Education, Culture and Employment is developing a strategy to support the language communities to revitalize, enhance and promote aboriginal languages.

Implementation of the literacy strategy will be coordinated with ECE's *Revitalizing, Enhancing, and Promoting Aboriginal Languages* Strategy to ensure a healthy future for Aboriginal languages.

LEARNING ACROSS SOCIETY

Literacy affects everyone, individuals and families first, then communities, organizations, and the workplace. This strategy is particularly concerned with the role GNWT departments, and other levels of government in the NWT, have to play in promoting literacy in the delivery of public programs and services. Other organizations and groups also have important roles to play in addressing the challenge of literacy. Some may wish to establish their own strategies to meet their own interests or goals. These efforts should be encouraged.

The GNWT literacy strategy provides a broad framework which, while defining the Government's goals and objectives, remains flexible enough to reflect and recognize the important roles of others in addressing this critical issue.

A PLAN TO ACHIEVE RESULTS

This strategy is focused on increasing the number of literate people in the Northwest Territories. It also strives to promote an awareness of the importance of literacy in all official languages. It is essential that careful planning of activities and the measurement of results are key features of the strategy. During the past few years actions have been taken to strengthen measurements of results. However, enhanced activities are necessary in order to successfully monitor the results of actions outlined in this strategy.

NWT LITERACY STRATEGY
GOALS AND OBJECTIVES

The NWT Literacy Strategy is intended to provide a framework for a broad range of activities that will occur over the next five-year period. The strategy is based on public consultations that have occurred during the development of the strategy as well as on previous input and consultations that have been carried on over the past few years. Research into actions taken in other provinces and territories has also been considered in developing the framework.

The NWT literacy strategy includes the following four goals;

1. Increase the number of people in the NWT who are literate.
2. Increase awareness of the importance of literacy in the official languages of the NWT.
3. Ensure government departments work together to increase literacy levels in the NWT.
4. Develop literacy partnerships across society.

During consultations it was emphasized that support for actions associated with these goals should be carefully described. As a result a series of objectives have been developed to address each goal. The objectives, while general in nature, provide a framework within which progress can be measured over time.

The specific objectives of each goal are listed below.

Goal 1:

Increase the number of people in the NWT who are literate

1.1 Early Childhood

All children will begin school ready to learn.

Objectives:

1.1.1 Increase opportunities for literacy development in the early childhood years

1.1.2 Ensure families and communities are involved in Early Childhood Development literacy initiatives

1.1.3 Ensure that children are ready to learn before they enter school

1.1.4 Ensure that families are well informed about child development

1.2 School Age and Youth

All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.

Objectives:

1.2.1 Increase opportunities for literacy development in the K-12 school system

1.2.2 Ensure appropriate and achievable standards for the assessment of K-12 literacy development are set, progress measured, and results reported

1.2.3 Involve District Education Authorities/Divisional Education Councils in the promotion and support of community based K-12 literacy initiatives

1.2.4 Ensure that students who leave senior secondary school have the skills, knowledge and attitudes necessary to participate in post-secondary education, training, or the workforce

1.2.5 Improve transferability of courses between high school and adult basic education, training programs and the workforce

1.3 Working Age Youth and Adults

All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

Objectives:

1.3.1 Increase accessibility to adult literacy and basic education programs

1.3.2 Ensure consistent delivery of quality adult literacy and basic education programs

1.3.3 Ensure appropriate and achievable standards for the assessment of adult literacy development are set, progress measured, and results reported

1.3.4 Ensure that adults who complete adult literacy and basic education programs have the skills, knowledge and attitudes for post-secondary education or the workforce

1.3.5 Ensure workplace literacy programs are in place

1.4 Seniors

All senior citizens will build upon their skills and knowledge necessary to enrich their lives for independent and meaningful living and to more effectively play roles as citizens, family and community members, consumers, learners and mentors.

Objectives:

1.4.1 Ensure that the literacy needs of seniors are identified
1.4.2 Develop literacy programs to meet identified needs of seniors
1.4.3 Involve seniors in mentoring and other literacy activities designed to assist children and youth

1.5 Community Literacy Services

The introduction of electronic forms of communication is transforming the way information is gathered, distributed and retrieved, and stored. Electronic information systems complement rather than displace traditional information systems. In the NWT, information systems include information technology, libraries and traditional information.

Objectives:

1.5.1 Support access to library services
1.5.2 Increase access to learning opportunities through the internet
1.5.3 Expand access to cultural and heritage information through technology

Goal 2:

Increase awareness of the importance of literacy in the official languages of the NWT

2.1 Awareness

Everyone is aware of and supportive of the importance of literacy in the official languages of the NWT.

Objectives:

2.1.1 Promote the importance of literacy in the official languages of the NWT
2.1.2 Support literacy development in all official languages of the NWT

Goal 3:

Ensure government departments work together to increase literacy levels

3.1 GNWT Departments Working Together

GNWT departments identified common links, practices, and processes that work to increase literacy levels in the NWT.

Objectives:

3.1.1 Ensure that all government departments integrate literacy issues and practices as a priority within their planning and policy documents

3.1.2 Improve GNWT communication and delivery of services

Goal 4:

Develop literacy partnerships across society

4.1 Partnerships

Literacy partnerships among individuals, early intervention agencies, the school system, Aurora College, and other delivery agencies, employers, and the governments are parts of a total learning network that maximizes the use of existing resources.

Objectives:

4.1.1 Establish literacy partnerships with stakeholders

4.1.2 Develop baseline information to monitor literacy levels

4.1.3 Develop workplace literacy partnerships

While the goals and objectives describe what is needed, they must be supported by specific planned actions. However, it is important to note that planned actions may change as work on the strategy continues. As well, the determination of investment levels may also influence the timing and magnitude of some of the planned activities.

INITIAL IMPLEMENTATION

During the first years of the strategy, beginning in 2001-2002 strategic investments for action are outlined below.

Increasing accessibility for literacy programs and services

- expand literacy programs to include a wide-range of delivery approaches, specifically in the areas of family, workplace and aboriginal language literacy programming
- expand delivery of adult literacy and basic education programs to provide access in all communities
- develop a government plain language document so the GNWT can better communicate with the public

Implementing standards and reporting on results

- implement standards primarily within adult literacy and basic education programs
- introduce standards in the school system to monitor language arts skills at grades 3, 6, 9, and 12
- develop a GNWT-wide accountability framework for monitoring and reporting on results
- prepare and distribute an annual literacy report

Developing networks to encourage more effective participation in supporting literacy initiatives

- focus on partnerships with parents, schools, and daycares to develop early childhood initiatives
- work with non-government organizations, and employers to establish a Workplace Education Committee
- work with all literacy partners to develop a framework that outlines the roles and responsibilities of all stakeholders in regard to the literacy strategy

STRATEGY COORDINATION

The issue of literacy is not simply the responsibility of the GNWT. While the GNWT must play a lead role in activities and investments many others are also essential to the success of a literacy effort. To guide the work on the strategy a Ministerial Council on Literacy will be established. Membership on the Council will include representation from GNWT departments, aboriginal organizations, educational authorities and the non-profit sector. The council will meet at least annually to evaluate progress on the strategy and discuss plans for further action (refer to Appendix A).

In cooperation with the work of the Council, the Minister of Education, Culture and Employment shall, on an annual basis report to members of the Legislative Assembly on literacy activities and results.

CONCLUSION

The GNWT literacy strategy is both broad and comprehensive in scope. It is broad because it describes a role for partnerships between government and other non-government organizations. The strategy is also comprehensive, addressing the needs of NWT citizens from early childhood to their senior years in the various roles they play as learners, family members, and active, productive citizens.

The strategy builds upon the central goals of the GNWT to present a vision of a northern society where literacy is practiced, valued, and promoted.

The strategy recognizes that literacy requirements are becoming more demanding all the time, and that raising literacy levels is both an immediate and long-term goal.

The strategy lays out the framework for an action plan that is accountable to the public for the investment of public resources. It also identifies specific literacy objectives that departments will undertake. The objectives laid out in the strategy are directly linked in the action plan (Appendix B) to specific actions, measures, and targets. The outlined actions will be revised each year in response to changing circumstances.

The strategic framework put forward in this document will require partnerships involving all stakeholders. In order to achieve the outlined goals, all partners will need to combine their efforts and resources.

In the future, as the GNWT works in partnership with others towards achieving the goals and objectives, we will see an increase in the number of people in the NWT who are literate and supportive of the importance of literacy in the official languages of the NWT. The GNWT will also see a northern society that can report measurable and substantial positive social, political, and economic returns as a result of the strong literacy skills of the people in the North.

Footnotes

[1] NWT Literacy Council. *Making the Case for Literacy.* Yellowknife, NT. 2000, p.2.
[2] Members of the Organization for Economic Cooperation and Development (OECD) 1994.
[3] (Bodrova, E., Leong, D.J., & Paynter, D.E. (1999). Literacy Standards for Preschool Learners.)
[4] Doherty, Gillian. *Zero to Six: the Basics for School Readiness.* Applied Research Branch. Ottawa: Human Resource Development. 1997, p.7.
[5] Applied Research. High School May Not Be Enough: An Analysis of Results for the School Leavers Follow-Up Survey, 1995. Ottawa: Applied Research – Human Resources Development Canada. 1998.
[6] Statistics Canada. The Daily. Monday, February 21, 2000. Education Indicators, p.2.
[7] Federal, Provincial and Territorial Advisory Committee on Population Health. *Towards a Healthy Future: Second Report on the Health of Canadians. Ottawa: Health Canada,* 1999, p. 55.
[8] Health Canada. *Educational Attainment and Literacy Levels –Seniors.* March, 2000, p.1.
[9] Health Canada. *What is Literacy? Factsheet.* March, 2000, p.1.
[10] Statistics Canada, Human Resource Development Canada and National Literacy Secretariat. *Reading the Future: A Portrait of Literacy in Canada.* International Literacy Survey (IALS). Ottawa: Government of Canada, 1996, p. 79.
[11] The NWT Health Status Report. Yellowknife, GNWT, 1999, p. 38
[12] Statistics Canada, Human Resource Development Canada and National Literacy Secretariat. *Reading the Future: A Portrait of Literacy in Canada.* International Literacy Survey (IALS). Ottawa: Government of Canada. 1996, p. 10.
[13] Pate, K. Sentencing People to Learn? The Future of Literacy in Prisons. Ottawa: Elizabeth Fry Society. Undated.
[14] Department of Justice. *Strategic Framework.* Government of the Northwest Territories. January 1998, p. 8.
[15] MacDonald, Barbara. *Report on the Literacy Needs of Women in Conflict with the Law.* Ottawa: Canadian Association of Elizabeth Fry Societies. 1989, p. 10.
[16] Ibid. p. 15.
[17] Highlights from the Final Report of the IALS: Literacy in the Information Age, p. 7.
[18] McCain and Mustard. *Early Years Study: Reversing the Real Brain Drain.* Toronto: Government of Ontario. 1998, p.5.

Appendix A

Overview on Accountability

MONITORING, MEASURING AND REPORTING ON OUR RESULTS – OVERVIEW ON ACCOUNTABILITY

<table>
<tr><th colspan="5">GNWT LITERACY STRATEGY</th></tr>
<tr><th></th><th>EARLY CHILDHOOD</th><th>SCHOOL AGE CHILDREN AND YOUTH</th><th>WORKING AGE YOUTH AND ADULTS</th><th>COMMUNITY ACTION & PARTNERSHIP</th></tr>
<tr><td rowspan="2">Territorial or Government-wide Measures</td><td>Pre-Literacy Development of children under 4</td><td>High school graduation rate

Rate of early school leavers

Performance in National Assessments</td><td rowspan="2">Highest level of schooling by age, ethnicity and residency

Labour force activity in the NWT and by community

Personal income by community type

Employment by Industry

Employment by ethnicity and gender

Enrolments in post-secondary education</td><td rowspan="3"># of Human Resource plans at community level

# of community literacy programs</td></tr>
<tr><td colspan="2">Educational Attainment of Mothers*</td></tr>
<tr><td>GNWT Department and Program Measures or NGO/Private Sector</td><td>School age readiness</td><td rowspan="2">Increase in the number of children reading at the end of grade 3

Increase in core language skills K-12
-listening
-speaking
-reading
-writing
-viewing
-representing
Increase in numeracy skills K-12

High school course completions</td><td rowspan="2"># of youth entering labour force and employment

# of adults entering/obtaining employment

Increase in adult literacy rates</td></tr>
<tr><td>Unit/Activity Measures</td><td># of communities using screening & assessment tools

# of family literacy programs</td><td></td></tr>
<tr><td></td><td colspan="4">Annual Literacy Report: Reporting results, programs, activities, partnerships and plans.</td></tr>
</table>

*Used as a National indicator of school readiness

Appendix B

Literacy Strategy Action Plan

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.			
EARLY CHILDHOOD: All children will begin school ready to learn.			
OBJECTIVE	**ACTION**	**MEASURE**	**REMARKS**
1.1.1 **Increase opportunities for literacy development in the early childhood years**	**Establish a universal screening tool** **Support Family Literacy through partnerships**	# of communities using screening and assessment tool throughout the early years and providing intervention as needed # of children reaching language development milestones # of family literacy programs	ECE H&SS
1.1.2 **Ensure families and communities are involved in Early Childhood Development Literacy Initiatives**	**Involve parents in early childhood programs and services** **Develop home visitation programs that include a family literacy component** **Deliver early childhood development programs through community partnerships**	# of NWT homes reporting recreational reading as a positive experience (at least weekly) # of communities utilizing volunteers to help deliver programs # of literacy workers hired to go into homes to help set up a supportive literacy environment	

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

EARLY CHILDHOOD:
All children will begin school ready to learn.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.1.1 **Increase opportunities for literacy development in the early childhood years**	**Establish a universal screening tool** **Support Family Literacy through partnerships**	*# of communities using screening and assessment tool throughout the early years and providing intervention as needed* *# of children reaching language development milestones* *# of family literacy programs*	ECE H&SS
1.1.2 **Ensure families and communities are involved in Early Childhood Development Literacy Initiatives**	**Involve parents in early childhood programs and services** **Develop home visitation programs that include a family literacy component** **Deliver early childhood development programs through community partnerships**	*# of NWT homes reporting recreational reading as a positive experience (at least weekly)* *# of communities utilizing volunteers to help deliver programs* *# of literacy workers hired to go into homes to help set up a supportive literacy environment*	

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

EARLY CHILDHOOD:
All children will begin school ready to learn.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.1.3 **Ensure that children are ready to learn before they enter school**	**Support transition from early childhood to school**	# of children with primary literacy skills	ECE H&SS
1.1.4 **Ensure that families are well informed about child development**	**Provide expectant parents with high quality child development education** **Deliver parenting and family literacy programs**	# of expectant parents in pre and post natal programs	

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SCHOOL AGE CHILDREN AND YOUTH:
All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.2.1 **Increase opportunities for literacy development in the K-12 school system**	**Support DEA's and DEC's to implement the language arts curriculum in all grades** **Support DEA's and DEC's in providing professional development to teachers in the area of literacy** **Promote and support the formation of regional literacy committees** **Participate in the Western Canada Protocol process to select quality resources for all NWT K-12 curricula** **Include school librarian positions in formula funding**	Increase in the number of children reading at the end of grade 3 Increase in core language skills K-12 -listening -speaking -reading -writing -viewing -representing Increase in numeracy skills K-12	ECE – Early Childhood and School Services

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

EARLY CHILDHOOD:
All children will begin school ready to learn.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.1.3 **Ensure that children are ready to learn before they enter school**	**Support transition from early childhood to school**	# of children with primary literacy skills	ECE H&SS
1.1.4 **Ensure that families are well informed about child development**	**Provide expectant parents with high quality child development education** **Deliver parenting and family literacy programs**	# of expectant parents in pre and post natal programs	

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SCHOOL AGE CHILDREN AND YOUTH:
All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.2.1 **Increase opportunities for literacy development in the K-12 school system**	**Support DEA's and DEC's to implement the language arts curriculum in all grades** **Support DEA's and DEC's in providing professional development to teachers in the area of literacy** **Promote and support the formation of regional literacy committees** **Participate in the Western Canada Protocol process to select quality resources for all NWT K-12 curricula** **Include school librarian positions in formula funding**	Increase in the number of children reading at the end of grade 3 Increase in core language skills K-12 -listening -speaking -reading -writing -viewing -representing Increase in numeracy skills K-12	ECE – Early Childhood and School Services

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SCHOOL AGE CHILDREN AND YOUTH:
All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.2.1 cont... **Increase opportunities for literacy development in the K-12 school system**	**Provide additional support in the area of literacy development to primary students** **Improve student access to hearing impairment and speech assessments**	Increase in core language skills K-12: -listening -speaking -reading -writing -viewing -representing Increase in numeracy skills K-12 # of students who have successfully achieved Grades 10-12 English and Mathematics	ECE – Early Childhood and School Services
1.2.2 **Ensure appropriate and achievable standards for the assessment of K-12 literacy development are set, progress measured, and results reported**	**Implement the Western Consortium Protocol English Language Arts Curricula as a baseline for student evaluation** **Implement the directive on student assessment, evaluation and reporting**		
1.2.3 **Involve District Education Authorities/Divisional Education Councils in the promotion and support of community based K-12 literacy initiatives**	**Involve parents, families, and communities in K-12 literacy initiatives and education decision making**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.			
SCHOOL AGE CHILDREN AND YOUTH: All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.			
OBJECTIVE	**ACTION**	**MEASURE**	**REMARKS**
1.2.4 **Ensure that students who leave senior secondary school have the skills, knowledge and attitudes necessary to participate in post-secondary education, training, or the workforce**	**Ensure all students grades 9-12 have effective counseling in the development and on-going review of their Career and Program Plans** **Improve senior secondary student access to Career Development Officers in conjunction with career and program planning** **Promote and support bridging programs and Schools North Apprenticeship Program (SNAP)** **Develop and implement K-12 Career Development Strategy**	Rate of early school leavers Youth employment rate Increase in the rate of students enrolled in post-secondary institutions # of students earning course recognition through prior learning assessment	ECE, Aurora College
1.2.5 **Improve transferability of courses between high school and adult basic education, training programs and the workplace**	**Investigate feasibility through Program Alternatives Committee** **Implement prior learning assessment and recognition**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SCHOOL AGE CHILDREN AND YOUTH:
All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.2.1 cont... **Increase opportunities for literacy development in the K-12 school system**	**Provide additional support in the area of literacy development to primary students** **Improve student access to hearing impairment and speech assessments**	Increase in core language skills K-12: -listening -speaking -reading -writing -viewing -representing Increase in numeracy skills K-12 # of students who have successfully achieved Grades 10-12 English and Mathematics	ECE – Early Childhood and School Services
1.2.2 **Ensure appropriate and achievable standards for the assessment of K-12 literacy development are set, progress measured, and results reported**	**Implement the Western Consortium Protocol English Language Arts Curricula as a baseline for student evaluation** **Implement the directive on student assessment, evaluation and reporting**		
1.2.3 **Involve District Education Authorities/Divisional Education Councils in the promotion and support of community based K-12 literacy initiatives**	**Involve parents, families, and communities in K-12 literacy initiatives and education decision making**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SCHOOL AGE CHILDREN AND YOUTH:
All students will acquire the literacy skills that prepare them for productive work, responsible citizenship, creative lives, and lifelong learning.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.2.4 **Ensure that students who leave senior secondary school have the skills, knowledge and attitudes necessary to participate in post-secondary education, training, or the workforce**	**Ensure all students grades 9-12 have effective counseling in the development and on-going review of their Career and Program Plans** **Improve senior secondary student access to Career Development Officers in conjunction with career and program planning** **Promote and support bridging programs and Schools North Apprenticeship Program (SNAP)** **Develop and implement K-12 Career Development Strategy**	Rate of early school leavers Youth employment rate Increase in the rate of students enrolled in post-secondary institutions # of students earning course recognition through prior learning assessment	ECE, Aurora College
1.2.5 **Improve transferability of courses between high school and adult basic education, training programs and the workplace**	**Investigate feasibility through Program Alternatives Committee** **Implement prior learning assessment and recognition**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

WORKING AGE YOUTH AND ADULTS:
All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.3.1 **Increase accessibility to adult literacy and basic education programs**	**Ensure a variety of program delivery approaches are available to adult students for literacy development** **Provide adult literacy and basic education programs in correctional institutes** **Support adults with specific literacy learning needs**	Increased rate of literacy in working age youth and adults # of programs delivering the adult basic education curricula # of youth and adults successfully completing literacy programs	ECE – College and Career Development, Aurora College Non-government organizations Department of Justice
1.3.2 **Ensure consistent delivery of quality adult literacy and basic education programs in all NWT communities**	**Ensure equivalency between the public schools system and the adult literacy and basic education system** **Provide support to adult educators in the areas of literacy development** **Implement the adult literacy and basic education standardized curricula**		ECE/H&SS

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

WORKING AGE YOUTH AND ADULTS:
All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.3.2 cont... **Ensure consistent delivery of quality adult literacy and basic education programs in all NWT communities**	**Develop instructional material to support the standardized curricula for Adult Educators** **Ensure community based decision making in all adult literacy and basic education programs**	# of programs delivering the adult literacy basic education curricula # of youth and adults successfully completing literacy programs Highest level of schooling by age, ethnicity and residency Labour force activity in the NWT and by community Personal income by community type Employment by Industry Employment by ethnicity and gender Enrolments in post-secondary education	ECE – College and Career Development, Aurora College Non-government organizations
1.3.3 **Ensure appropriate and achievable standards for the assessment of adult literacy development are set, progress measured, and results reported**	**Develop quality standards including an evaluation instrument for adult literacy and basic education program delivery** **Develop an assessment instrument to measure adult literacy and basic education outcomes**		
1.3.4 **Ensure that adults who complete adult literacy and basic education programs have the skills, knowledge and attitudes for post-secondary or the workforce**	**Implement curricula changes to include job-readiness skills** **Improve information on educational and work choices for adult literacy and basic education students**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

WORKING AGE YOUTH AND ADULTS:
All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.3.1 **Increase accessibility to adult literacy and basic education programs**	**Ensure a variety of program delivery approaches are available to adult students for literacy development** **Provide adult literacy and basic education programs in correctional institutes** **Support adults with specific literacy learning needs**	Increased rate of literacy in working age youth and adults # of programs delivering the adult basic education curricula # of youth and adults successfully completing literacy programs	ECE – College and Career Development, Aurora College Non-government organizations Department of Justice
1.3.2 **Ensure consistent delivery of quality adult literacy and basic education programs in all NWT communities**	**Ensure equivalency between the public schools system and the adult literacy and basic education system** **Provide support to adult educators in the areas of literacy development** **Implement the adult literacy and basic education standardized curricula**		ECE/H&SS

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

WORKING AGE YOUTH AND ADULTS:
All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.3.2 cont... **Ensure consistent delivery of quality adult literacy and basic education programs in all NWT communities**	**Develop instructional material to support the standardized curricula for Adult Educators** **Ensure community based decision making in all adult literacy and basic education programs**	# of programs delivering the adult literacy basic education curricula # of youth and adults successfully completing literacy programs Highest level of schooling by age, ethnicity and residency Labour force activity in the NWT and by community Personal income by community type Employment by Industry Employment by ethnicity and gender Enrolments in post-secondary education	ECE – College and Career Development, Aurora College Non-government organizations
1.3.3 **Ensure appropriate and achievable standards for the assessment of adult literacy development are set, progress measured, and results reported**	**Develop quality standards including an evaluation instrument for adult literacy and basic education program delivery** **Develop an assessment instrument to measure adult literacy and basic education outcomes**		
1.3.4 **Ensure that adults who complete adult literacy and basic education programs have the skills, knowledge and attitudes for post-secondary or the workforce**	**Implement curricula changes to include job-readiness skills** **Improve information on educational and work choices for adult literacy and basic education students**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

WORKING AGE YOUTH AND ADULTS:
All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.3.5 **Ensure workplace literacy programs are in place**	**Develop workplace literacy programs with employers** **Coordinate and share resources among programs** **Recognize and reward innovative and effective workplace literacy programs**	# of workplace literacy programs being delivered	ECE – College and Career Development, Aurora College Non-government organizations

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SENIORS:
All senior citizens will build upon their skills and knowledge necessary to enrich their lives for independent and meaningful living and to more effectively play roles as citizens, family and community members, consumers, learners and mentors.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.4.1 Ensure that the literacy needs of seniors are identified	Work with seniors organizations to identify the literacy needs and interests of seniors	# of programs for seniors # of participants in mentoring and tutoring programs	ECE – Information Networks, Aurora College Non-government organizations H&SS
1.4.2 Develop literacy programs to meet identified needs of seniors	Develop partnerships with seniors organizations to deliver literacy programs for seniors		
1.4.3 Involve seniors in mentoring and other literacy activities designed to assist children and youth	Support mentoring and other programs recommended by seniors organizations		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

WORKING AGE YOUTH AND ADULTS:
All working age youth and adults will develop and maintain the skills, knowledge, attitudes and values necessary for the workplace, to acquire or upgrade basic skills, and to more effectively play roles as citizens, parents, community members, consumers and learners.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.3.5 **Ensure workplace literacy programs are in place**	**Develop workplace literacy programs with employers** **Coordinate and share resources among programs** **Recognize and reward innovative and effective workplace literacy programs**	# of workplace literacy programs being delivered	ECE – College and Career Development, Aurora College Non-government organizations

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

SENIORS:
All senior citizens will build upon their skills and knowledge necessary to enrich their lives for independent and meaningful living and to more effectively play roles as citizens, family and community members, consumers, learners and mentors.

OBJECTIVE	ACTION	MEASURE	REMARKS
1.4.1 **Ensure that the literacy needs of seniors are identified**	**Work with seniors organizations to identify the literacy needs and interests of seniors**	# of programs for seniors # of participants in mentoring and tutoring programs	ECE – Information Networks, Aurora College Non-government organizations H&SS
1.4.2 **Develop literacy programs to meet identified needs of seniors**	**Develop partnerships with seniors organizations to deliver literacy programs for seniors**		
1.4.3 **Involve seniors in mentoring and other literacy activities designed to assist children and youth**	**Support mentoring and other programs recommended by seniors organizations**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

COMMUNITY LITERACY SERVICES: The introduction of electronic forms of communication is transforming the way information is gathered, distributed and retrieved, and stored. Electronic information systems complement rather than displace traditional information systems. In the NWT, information systems include information technology, libraries, traditional information, etc.)

OBJECTIVE	ACTION	MEASURE	REMARKS
1.5.1 **Support access to library services**	**Ensure community libraries and specialized libraries where appropriate are open for the public** **Ensure library services and resources are available to communities where services are not currently provided** **Increase public access to internet**	# of community libraries # of students accessing learning opportunities through the internet # of communities with access to on-line library services	ECE – Information Networks
1.5.2 **Increase access to learning opportunities through the internet**	**Provide distance learning opportunities to support literacy programs**		
1.5.3 **Expand access to cultural and heritage information through technology**	**Post more cultural and heritage information on the GNWT website**		

LITERACY STRATEGY ACTION PLAN

GOAL #2: Increase awareness of the importance of literacy in the NWT.			
AWARENESS: Everyone is aware of and supportive of the importance of literacy in the official languages of the NWT.			
OBJECTIVE	**ACTION**	**MEASURE**	**REMARKS**
2.1.1 **Promote the importance of literacy in the official languages of the NWT**	**Develop an awareness campaign** **Develop a Territorial Literacy Recognition Program** **Recognize oral language traditions and storytelling as a form of literacy** **Encourage the establishment of "literacy champions"**	Increase in literacy levels in the official languages of the NWT	ECE – Culture, Heritage and Language All GNWT Departments NWT Literacy Council Aboriginal Language Communities
2.1.2 **Support literacy development in all official languages of the NWT**	**Ensure educational programs reflect the culture, heritage and language of the community** **Consult with the aboriginal language communities to identify types of support needed to help revitalize, enhance and promote their language**		

LITERACY STRATEGY ACTION PLAN

GOAL #1: Increase the number of people in the NWT who are literate.

COMMUNITY LITERACY SERVICES: The introduction of electronic forms of communication is transforming the way information is gathered, distributed and retrieved, and stored. Electronic information systems complement rather than displace traditional information systems. In the NWT, information systems include information technology, libraries, traditional information, etc.)

OBJECTIVE	ACTION	MEASURE	REMARKS
1.5.1 **Support access to library services**	**Ensure community libraries and specialized libraries where appropriate are open for the public** **Ensure library services and resources are available to communities where services are not currently provided** **Increase public access to internet**	# of community libraries # of students accessing learning opportunities through the internet # of communities with access to on-line library services	ECE – Information Networks
1.5.2 **Increase access to learning opportunities through the internet**	**Provide distance learning opportunities to support literacy programs**		
1.5.3 **Expand access to cultural and heritage information through technology**	**Post more cultural and heritage information on the GNWT website**		

LITERACY STRATEGY ACTION PLAN

GOAL #2: Increase awareness of the importance of literacy in the NWT.

AWARENESS:
Everyone is aware of and supportive of the importance of literacy in the official languages of the NWT.

OBJECTIVE	ACTION	MEASURE	REMARKS
2.1.1 **Promote the importance of literacy in the official languages of the NWT**	**Develop an awareness campaign** **Develop a Territorial Literacy Recognition Program** **Recognize oral language traditions and storytelling as a form of literacy** **Encourage the establishment of "literacy champions"**	Increase in literacy levels in the official languages of the NWT	ECE – Culture, Heritage and Language All GNWT Departments NWT Literacy Council Aboriginal Language Communities
2.1.2 **Support literacy development in all official languages of the NWT**	**Ensure educational programs reflect the culture, heritage and language of the community** **Consult with the aboriginal language communities to identify types of support needed to help revitalize, enhance and promote their language**		

LITERACY STRATEGY ACTION PLAN

GOAL #3: Ensure government departments work together to increase literacy levels in the NWT.

WORKING TOGETHER:
GNWT departments identified common links, practices, and processes that work to increase literacy levels in the NWT.

OBJECTIVE	ACTION	MEASURE	REMARKS
3.1.1 **Ensure that all government departments integrate literacy issues and practices as a priority within their planning and policy documents**	**All GNWT departments address literacy issues in their business plans** **Ensure access to literacy programs for GNWT employees in need of assistance** **Pool GNWT department funding for literacy related activities that serve common needs** **Establish a GNWT Ministerial Literacy Council, with representatives from all departments, to coordinate the implementation of the Literacy Strategy**	# of employees accessing literacy programs through institutions or in the workplace	All GNWT Departments
3.1.2 **Improve GNWT communication and delivery of services**	**Develop a GNWT plain language guidelines document** **Encourage joint departmental literacy related efforts in service delivery at regional and community levels**		

LITERACY STRATEGY ACTION PLAN

GOAL #3: Ensure government departments work together to increase literacy levels in the NWT.			
WORKING TOGETHER: GNWT departments identified common links, practices, and processes that work to increase literacy levels in the NWT.			
OBJECTIVE	**ACTION**	**MEASURE**	**REMARKS**
3.1.2. cont... **Improve GNWT communication and delivery of services**	**Develop a coordinated approach in communicating information to GNWT residents about government programs and services that meet literacy needs** **Develop a GNWT Literacy Website** **Prepare a public annual report on literacy that reflects the actions of GNWT and other involved organizations**		

LITERACY STRATEGY ACTION PLAN

GOAL #3: Ensure government departments work together to increase literacy levels in the NWT.

WORKING TOGETHER:
GNWT departments identified common links, practices, and processes that work to increase literacy levels in the NWT.

OBJECTIVE	ACTION	MEASURE	REMARKS
3.1.1 **Ensure that all government departments integrate literacy issues and practices as a priority within their planning and policy documents**	**All GNWT departments address literacy issues in their business plans** **Ensure access to literacy programs for GNWT employees in need of assistance** **Pool GNWT department funding for literacy related activities that serve common needs** **Establish a GNWT Ministerial Literacy Council, with representatives from all departments, to coordinate the implementation of the Literacy Strategy**	# of employees accessing literacy programs through institutions or in the workplace	All GNWT Departments
3.1.2 **Improve GNWT communication and delivery of services**	**Develop a GNWT plain language guidelines document** **Encourage joint departmental literacy related efforts in service delivery at regional and community levels**		

LITERACY STRATEGY ACTION PLAN

GOAL #3: Ensure government departments work together to increase literacy levels in the NWT.

WORKING TOGETHER:
GNWT departments identified common links, practices, and processes that work to increase literacy levels in the NWT.

OBJECTIVE	ACTION	MEASURE	REMARKS
3.1.2. cont... Improve GNWT communication and delivery of services	**Develop a coordinated approach in communicating information to GNWT residents about government programs and services that meet literacy needs** **Develop a GNWT Literacy Website** **Prepare a public annual report on literacy that reflects the actions of GNWT and other involved organizations**		

LITERACY STRATEGY ACTION PLAN

GOAL #4: Enhance literacy development partnerships across the NWT.

PARTNERSHIPS:
Literacy partnerships among individuals, early intervention agencies, the school system, Aurora College and other delivery agencies, and the governments are parts of a total learning network that maximizes the use of existing resources.

OBJECTIVE	ACTION	MEASURE	REMARKS
4.1.1 **Establish literacy partnerships with stakeholders**	**Work together on a framework that outlines the roles and responsibilities of all literacy stakeholders**	# of participants in workplace education programs	ECE, other GNWT departments as appropriate, Aurora College, and Non-government organizations
4.1.2 **Develop baseline information to monitor literacy levels**	**Identify adult literacy and basic education students completing each level of the ABE curriculum**		
4.1.3 **Develop workplace literacy partnerships**	**Establish a Workplace Education Committee with representation from employers, non-government organizations, and governments**		

LITERACY STRATEGY ACTION PLAN

GOAL #4: Enhance literacy development partnerships across the NWT.

PARTNERSHIPS:
Literacy partnerships among individuals, early intervention agencies, the school system, Aurora College and other delivery agencies, and the governments are parts of a total learning network that maximizes the use of existing resources.

OBJECTIVE	ACTION	MEASURE	REMARKS
4.1.1 **Establish literacy partnerships with stakeholders**	**Work together on a framework that outlines the roles and responsibilities of all literacy stakeholders**	# of participants in workplace education programs	ECE, other GNWT departments as appropriate, Aurora College, and Non-government organizations
4.1.2 **Develop baseline information to monitor literacy levels**	**Identify adult literacy and basic education students completing each level of the ABE curriculum**		
4.1.3 **Develop workplace literacy partnerships**	**Establish a Workplace Education Committee with representation from employers, non-government organizations, and governments**		

Appendix C

Demographics

DEMOGRAPHICS

The NWT has a total population of 41,606 of whom 21,356 are Aboriginal (NWT Bureau of Statistics, June 2000). Almost half (45%) of Aboriginal people aged 15 years and older, self reported that they speak an Aboriginal language, as compared to 1% of non-Aboriginal people. The proportion of people speaking an Aboriginal language at home is higher in smaller communities than in Yellowknife or the regional centres. Given the rich oral tradition of Aboriginal languages, more people speak an Aboriginal language than read and write it.

While the birth rates among the Aboriginal population are declining, they remain at 1.5 times the national average. The NWT still has a young population relative to Canada, but the territorial population is aging. The fastest growing segment of the territorial population is persons that are 50 years of age and older.

A third of the overall population currently lives in one of the 28 smaller communities (population less than 2,500) and the majority of the residents are Aboriginal. The higher birth rate among Aboriginal people has contributed to a young and growing population in communities. Generally, the population for communities is stable compared to Yellowknife or the regional centres, and it is expected to continue to show moderate growth in the future.

Almost a quarter of the overall population lives in Forth Smith, Hay River or Inuvik. Young people often move to these regional centres to further their education and may remain there either for better employment opportunities and/or to raise their families. As residents become better educated, and gain work experience, they qualify for promotion, which often leads to relocation. In-migration from communities is therefore balanced by out-migration from the regional centres to Yellowknife or to other parts of Canada. While the individuals living in the regional centres change, the total population in these three centres has remained stable and this trend is expected to continue.

Forty-three percent of the NWT population resides in Yellowknife. Yellowknife has the most transient population, with families moving in and out depending on employment opportunities. Yellowknife is expected to continue to grow to 44% of the total population by 2019.

The total population of the NWT is almost equally distributed between Aboriginal and non-Aboriginal people. The greatest

portion of non-Aboriginal people is working-age, with 30% between the ages of 25 and 54 years. The Aboriginal population is very young by comparison, with children and youth under the age of 25 comprising 52% of the total population.

In the smaller communities, 84% of the population is Aboriginal. Overall 48% of the people living in communities are under the age of 25 and 89% of this age group are Aboriginal children and youth. While the majority (51%) of Aboriginal people in communities are under the age of 25, non-Aboriginals (62%) are between the ages of 25 and 64. This 62% generally reflects the professional workforce made up of people employed as nurses, teachers, and the RCMP. The proportion of the population over the age of 65 is increasing. This reflects a number of elders returning to their communities for retirement, as well as people living longer as a result of improved health care.

The overall population of Fort Smith, Hay River and Inuvik is more evenly distributed between Aboriginal (52%) and non-Aboriginal people (48%). For specific age groups, however, this distribution shows greater variation. For the total population, 42% are children and youth under the age of 25. The majority (65%) of children and youth are Aboriginal. The proportion of working-age adults (25 to 54 years) is greater for non-Aboriginal people (57%). For both Aboriginal and non-Aboriginal populations, 4% are age 65 or more.

In Yellowknife, 78% of the total population is non-Aboriginal. The overall population represents a diversity of Aboriginal and non-Aboriginal languages and cultures. Yellowknife has a proportionally larger workforce and more employment opportunities than either regional centres or the rest of the communities. This is reflected in the population age distribution. The majority (54%) of people living in Yellowknife are working-aged adults between the ages of 25 and 54. For this age group, 83% are non-Aboriginal. Another 40% of the population are children and youth under the age of 35. The majority (71%) of children and youth are non-Aboriginal. About 2% of the population are 65 years or older.

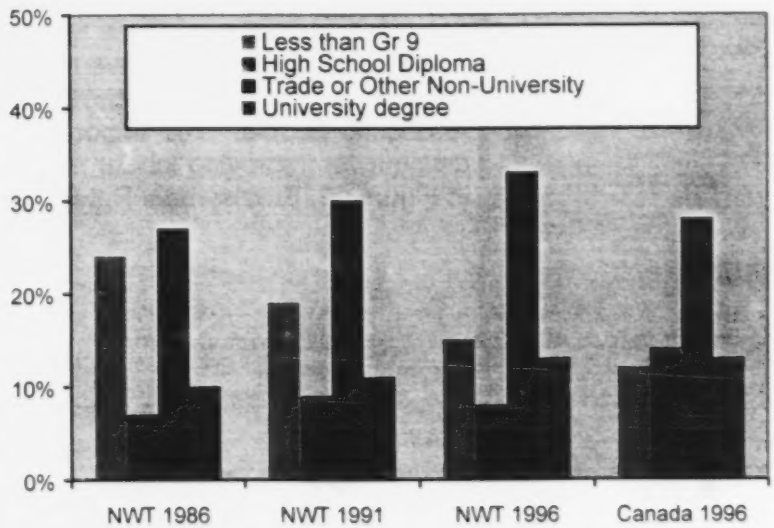
Although the population of the NWT is still young in comparison to other parts of Canada, it is aging. Over the next few years there will be a need to expand opportunities for secondary and post-secondary education. There will be an even greater need to increase possibilities for learning and employment as the population matures. An aging GNWT workforce, together with

increased employment opportunities in southern Canada, will likely result in openings at senior levels for northerners holding university degrees. At the same time, the number of seniors residing in the NWT is expected to double in 20 years, having implications for the heath care system and other facets of the economy.

General Trends in Educational Attainment

While remaining below the Canadian rate in some areas, NWT education levels have improved steadily and consistently in the past 10 years. The percentage of people with less than grade 9 continues to decline -- from 24% in 1986 to 15% in 1996 (compared to 12% in Canada). Fewer people in the NWT have a high school diploma as their highest level of education than in the rest of Canada (8% versus 14%), while more people in the NWT have a trades or other non-university education (33% vs. 28%). The percentage of people in the NWT with a university degree is equal to Canada's rate at 13%.

Figure 8: Educational Attainment Levels, NWT and Canada, 1986 to 1996



Source: Statistics Canada - Census Data 1986 – 1996

Educational Attainment by Ethnicity

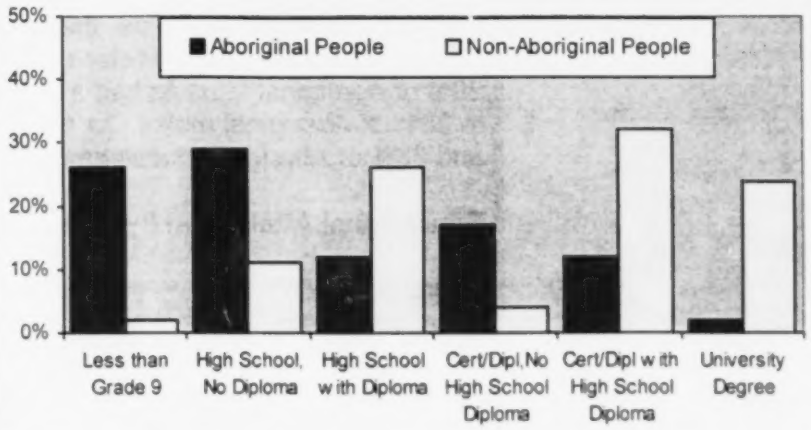
Significant differences exist between educational attainment levels of Aboriginal people and Non-Aboriginal people in the

NWT. These differences are due in part to the historical differences in educational accessibility between the NWT and Canada as a whole. In addition, large numbers of Non-Aboriginal people who migrate to the NWT for employment opportunities bring with them higher levels of education. Some 15% of the total population 15 years old and over are Non-Aboriginals who have lived in the NWT 5 years or less.

Aboriginal people of the NWT are currently making strides in educational attainment at the high school and post-secondary levels. Over the past decade more individuals are completing various levels between Grades 9 and 12 and more are attaining a post-secondary certificate or diploma. But overall Aboriginal education levels show a striking difference to Non-Aboriginal levels: 55% of Aboriginal adults have less than a high school diploma as their highest level of schooling compared to 13% of Non-Aboriginals, while 2% of Aboriginal adults have a university degree compared to 24% of Non-Aboriginal people.

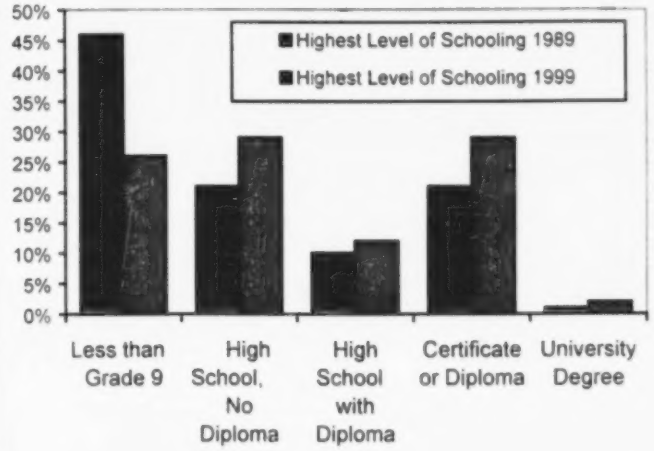
More closely aligned are the percentages of people with a certificate or diploma. This includes trades, and other certificates or diplomas at a college level. Approximately 29% of Aboriginal people have a certificate or diploma compared to 35% of Non-Aboriginal people. More Aboriginal people than Non-Aboriginal people have obtained their post-secondary certificate or diploma without having a high school diploma. Only 4% of Non-Aboriginal people have a post-secondary certificate or diploma without a high school diploma compared to 17% of Aboriginal people. The importance of obtaining a high school diploma for improving labour market outcomes is demonstrated in Figure 11, Employment Rates by Educational Attainment.

Figure 9: Educational Attainment by Ethnicity, NWT, 1999



Source: NWT Bureau of Statistics - 1999 Labour Force Survey

Figure 10: Aboriginal Educational Attainment, NWT, 1989 and 1999



Source: NWT Bureau of Statistics - 1989 and 1999 Labour Force Surveys

Educational Attainment by Gender

Current post-secondary enrolment trends in the NWT reflect a national trend of more females than males obtaining post-secondary education. This is resulting in females closing the gap between male post-secondary education rates and, in some cases, surpassing the male rate.

Since 1994, more Non-Aboriginal females in the NWT have a university degree as their highest level of schooling than Non-Aboriginal males. While more males than females have certificates or diplomas as their highest level of education, Aboriginal females in particular are narrowing the gap. In 1999, 28% of Aboriginal females had a certificate or diploma compared to 30% of Aboriginal males. In 1989, 19% of Aboriginal females and 23% of Aboriginal males had a certificate or diploma.

Educational Attainment by Community Type

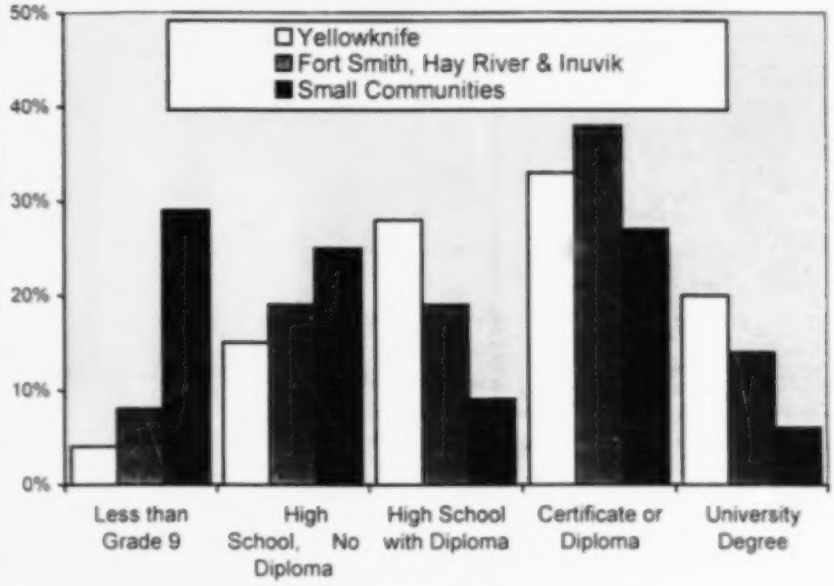
In grouping NWT communities according to size, differences in education levels reflect the percentage of Aboriginal and Non-Aboriginal populations found in each community type.

Yellowknife has the highest percentage of people with university degrees and the lowest percentage of people with less than Grade 9. The largest community in the NWT also has the highest percentage of Non-Aboriginal people – 81% of the total population over the age of 15 years old in Yellowknife is Non-Aboriginal.

Education levels for the regional centres of Fort Smith, Hay River and Inuvik fall between Yellowknife and the smaller communities. The one exception to this is with certificates or diplomas where the Fort Smith, Hay River and Inuvik grouping has the highest rate. Fort Smith, Hay River and Inuvik have almost evenly split Aboriginal and Non-Aboriginal populations with 48% of the total population over the age of 15 years Aboriginal and 52% Non-Aboriginal.

The remaining, smaller communities have the lowest levels of university degrees and the highest levels of people with less than Grade 9. The smaller communities also have the highest percentage of Aboriginal people; 82% of the total population over the age of 15 years old are Aboriginal.

Figure 11: Educational Attainment by Community Type, NWT, 1999

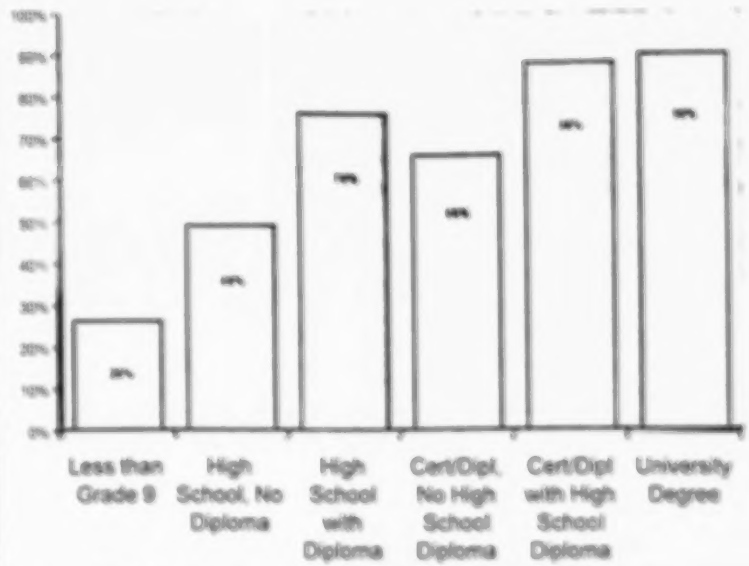


Source: NWT Bureau of Statistics - 1999 Labour Force Survey

Educational Attainment and Employment

Employment prospects are directly linked to educational attainment for most individuals. People with a university degree have a 90% employment rate while those with less than grade 9 as their highest level of education have a 26% employment rate. People who complete high school and have a certificate or diploma have employment rates of 88%. This is comparable to those with university degrees.

Figure 12: Employment Rates By Educational Attainment, NWT, 1999


Less than Grade 9
High School, No Diploma
High School with Diploma
Cert/Dipl. No High School Diploma
Cert/Dipl with High School Diploma
University Degree

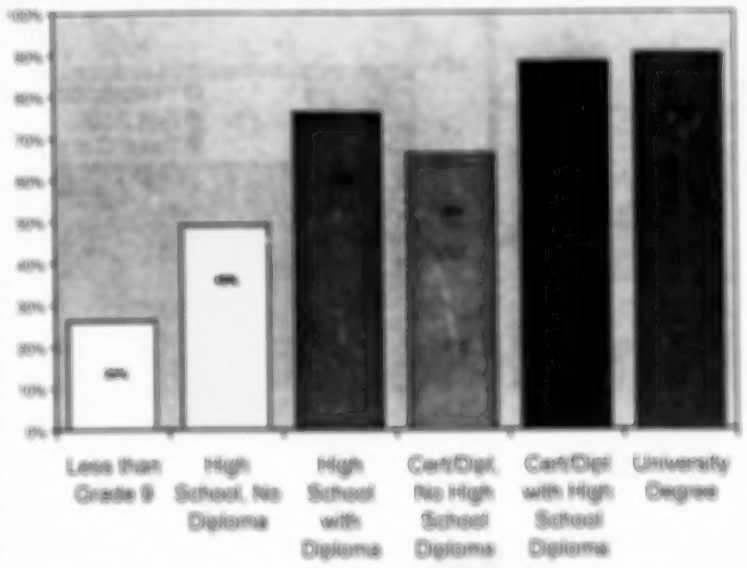
Source: *NWT Bureau of Statistics - 1999 Labour Force Survey*

Owing to a historical lack of access to education, the NWT was not able to develop a workforce to meet labour market demands. Non-Aboriginal people who moved to the NWT helped fill labour market demand, bringing with them higher levels of education and corresponding higher levels of employment as shown in Figure 13.

This trend continues, with the 1999 NWT Labour Force Survey indicating that 15% of the total population 15 years old and over are Non-Aboriginals who have lived in the NWT 5 years or less.

Non-Aboriginals have an employment rate of 84% compared to 48% for Aboriginals and, as highlighted in Figure 9, significant differences remain between Aboriginal and Non-Aboriginal education levels.

Figure 12: Employment Rates By Educational Attainment, NWT, 1999


Less than Grade 9
High School, No Diploma
High School with Diploma
Cert/Dipl, No High School Diploma
Cert/Dipl with High School Diploma
University Degree

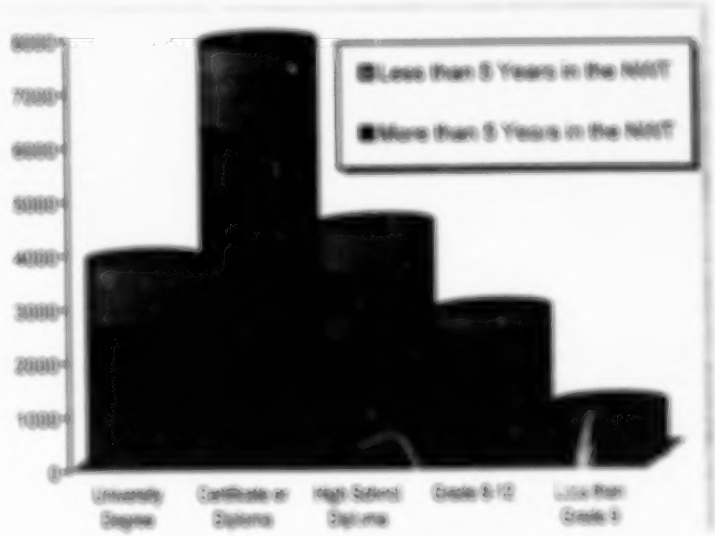
Source: *NWT Bureau of Statistics - 1999 Labour Force Survey*

Owing to a historical lack of access to education, the NWT was not able to develop a workforce to meet labour market demands. Non-Aboriginal people who moved to the NWT helped fill labour market demand, bringing with them higher levels of education and corresponding higher levels of employment as shown in Figure 13.

This trend continues, with the 1999 NWT Labour Force Survey indicating that 15% of the total population 15 years old and over are Non-Aboriginals who have lived in the NWT 5 years or less.

Non-Aboriginals have an employment rate of 84% compared to 48% for Aboriginals and, as highlighted in Figure 9, significant differences remain between Aboriginal and Non-Aboriginal education levels.

Figure 13: Employment, by Residency and Highest Level of Schooling

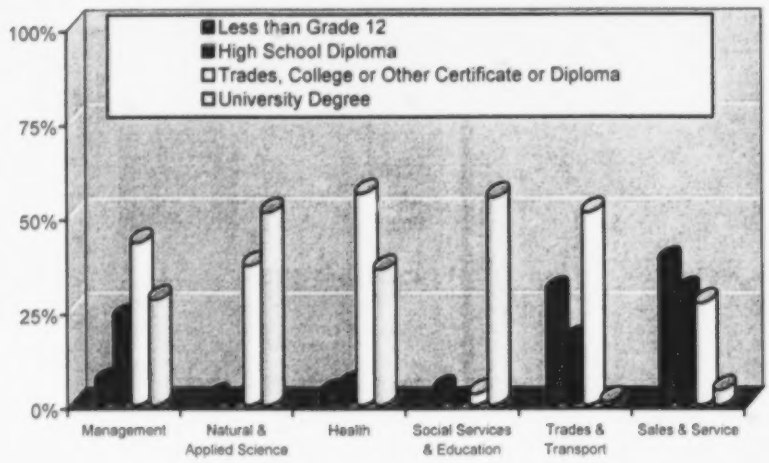

Less than 5 Years in the NWT
More than 5 Years in the NWT
University Degree
Certificate or Diploma
High School Diploma
Grade 9-12
Less than Grade 9

Source: NWT Bureau of Statistics, March 2000

Of the 3,846 jobs filled by persons with a residency of less than 5 years in the NWT, 2,637 of the jobs were filled by persons with a post-secondary education credential (68%). People with at least a high school diploma filled over 90% of the jobs.

A person with a high school diploma should have acquired key literacy and numeracy skills. Such a person can access training in a variety of fields. Further education and training translates into better employment chances for this person, compared to someone with less than a high school diploma. This is true, even when the person without a high school diploma has a post-secondary certificate. Providing access to upgrading and college programs that offer a Grade 12 equivalent and post-secondary training would therefore go farthest to meet the goal of more equitable participation in the labour market.

Figure 14: Employed Population by Occupation and Highest Level of Schooling

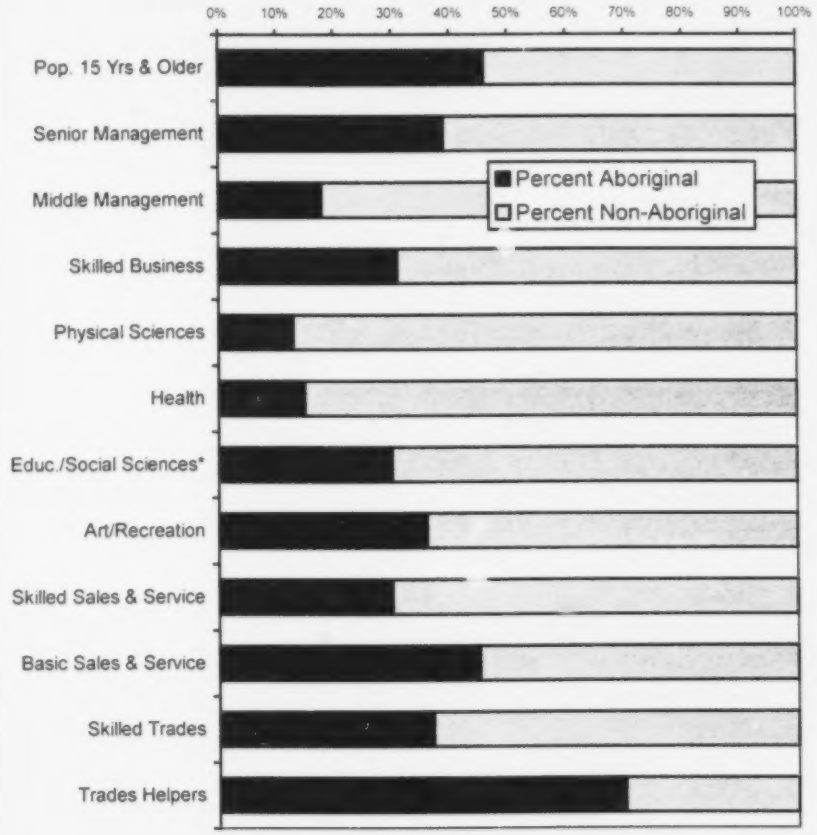


Source: NWT Bureau of Statistics, March 2000

The importance of completing post-secondary education can be measured by examining the highest level of schooling of employed persons by major occupations in the NWT. By way of illustration, 71% of all management, 85% of social science and education, 88% of natural and applied science, 92% of all health and 51% of trades and transport occupations in the NWT are held by people with a post-secondary education.

These education differences contribute to the types of jobs held by Aboriginal and Non-Aboriginal people in the NWT. Figure 15 illustrates the disproportionate percentages of Aboriginal and Non-Aboriginal people found in certain occupations when compared to the total population 15 years old and over. Some occupations are under-represented by Aboriginal people in comparison to the total population (e.g. middle management, natural science and health occupations), while other occupations such as trades helpers employ a higher percentage of Aboriginal people than the percentage of Aboriginal people in the total population.

Figure 15: Ethnic Representation in Selected Occupations NWT, 1999



*Includes Government Services
Source: NWT Bureau of Statistics, 1999 Labour Force Survey

Secondary School Enrolment

Senior secondary school enrolment continues to increase in the NWT, as more students stay in school after the mandatory age of 15, and other students who left school are slowly returning to school or college to further their education. This increase is largely attributed to the implementation of grade extensions. In 1999, 2,100 youth were enrolled in Grade 10 to 12, representing 22% of the total school enrolment.

Appendix D

International and National
Approaches to Literacy

INTERNATIONAL ADULT LITERACY SURVEY

The 1994 International Adult Literacy Survey (IALS) was the first multi-country and multi language assessment of adult literacy. Conducted in eight industrialized countries- Canada, Ireland, Germany, the Netherlands, Poland, Sweden, Switzerland and the United States[i]- the survey's goals were to develop scales for comparison of literacy performance among people with a wide range of abilities, and to compare literacy across cultures and languages. The results of the survey shed light on the social and economic impacts of different levels of literacy, the underlying factors that cause them and how they might be receptive to policy intervention.

The comparative study, released in 1996, incorporates the most sophisticated definition of literacy developed to date. IALS promotes the definition of literacy as a skill-based proficiency continuum- that is; literacy is a relative rather than an absolute concept. This is key to our concept of life long learning.

Literacy cannot be narrowed down to a single skill that enables people to deal with all types of text. People in industrialized countries face many different kinds of written material every day, and they require different skills to understand and use the information. To reflect the complexity, IALS developed three distinct literacy types – prose literacy, document literacy and quantitative literacy – and five levels of proficiency within each type.

IALS has introduced a new concept of literacy as a continuum of skills ranging from quite limited to very high. This Survey has a broadened view of literacy defined as: *the ability to understand and employ printed information in daily activities, at home, at work, and in the community- to achieve one's goals, and to develop one's knowledge and potential.*

The IALS definition of literacy is the most widely used one to date in developed countries. In Canada the NWT and Yukon were excluded in the 1994 survey. Efforts have been made to ensure that the NWT is included in future surveys.

In denoting a broad set of information-processing competencies, this conceptual approach points to the multiplicity of skills that constitute literacy in advanced industrialized countries. The conceptual framework, the definitions of literacy and the test items used for the assessment are described in detail below, each encompassing a common set of skills relevant for diverse tasks.

THREE DOMAINS OF LITERACY

Three Domains of Literacy Skills

- *Prose literacy* – the knowledge and skills needed to understand and use information from texts including editorials, news stories, brochures and instruction manuals.
- *Document literacy* – the knowledge and skills required to locate and use information contained in various formats, including job applications, payroll forms, transportation schedules, maps, tables, and charts.
- *Quantitative literacy* – the knowledge and skills required to apply arithmetic either alone or sequentially, to numbers embedded in printed materials, a chequebook, figuring out a tip, completing an order form or determining interest on a loan form and advertisement.

INTERNATIONAL AND NATIONAL MEASUREMENT OF LITERACY

The IALS employed a sophisticated methodology to measure the literacy proficiency for each domain on a scale ranging from 0 to 550 points. Literacy ability in each domain is expressed by a score, defined as the point at which a person has an 80% chance of successful performance from among a set of tasks of varying difficulty included in the assessment.

The following describes the five levels of literacy that correspond to measured ranges of scores achieved. These levels are used for analytical purposes.

- *Level 1* indicates persons with very poor skills, where the individual may, for example, be unable to determine the correct amount to give a child from information printed on a medicine package. In Canada, 22% of adults, aged 16 years and over, are at this level.
- *Level 2* respondents can deal only with material that is simple, clearly laid out, and in which the tasks involved are not too complex. Level 2 denotes a weak level of skill. Individuals operating at Level 2 are better able to conceal the fact that they are illiterate. Level 2 identifies people who can read, but test poorly. They may have developed coping skills to manage everyday literacy demands, but their low level of proficiency makes it difficult for them to face novel demands, such as learning new job skills. In Canada, 26% of adults are at this level.
- *Level 3* is considered a suitable minimum for coping with the demands of everyday life and work in a complex, advanced society. It denotes roughly the skill level required for successful Grade 12 completion and college

entry. An individual at level 3 has the ability to integrate several sources of information and solve more complex problems. In Canada, 30% of adults are at this level.

- *Levels 4 and 5* describe respondents who demonstrate command of higher-order information processing skills. These individuals have the ability to integrate several sources of information or solve complex problems. In Canada 20% of adults are operating at these levels (16% at level 4, 4% at level 5).

The most important predictor of literacy proficiency is educational attainment. On average, people increase their literacy scores on the IALS test by about 10% for each additional year they attended school.

Although the relationship between educational attainment and literacy skills is undoubtedly strong, it is also complex. First, home background and particularly the level of education of the parents influence this relationship. Further, literacy acquisition also occurs during the years beyond school.

A workforce with limited literacy skills negatively impacts the economy, one of the factors – as research has repeatedly shown- underlying a nation's relatively poor productivity compared with other developed countries. The following table illustrates Canada's ranking and shows some relevant comparisons.

Table 1: Percent of Adults at Literacy Levels 1 and 2, Level 3, Levels 4 and 5, Prose Scale, population age 16-65, 1994-1998.

Country	% at Levels 1 and 2	% at Level 3	% at Level 4 and 5
Sweden	27.8	39.8	32.4
Canada	**42.2**	**35.1**	**22.7**
United States	46.5	32.4	21.1
Netherlands	40.6	56.4	15.3
Ireland	52.4	34.1	13.5
Germany	48.6	38.0	13.4
Switzerland	54.1	36.7	9.2
Poland	77.2	19.7	3.1

Source: OECD and Statistics Canada. *Literacy in the Information Age: Final Report of the International Adult Literacy Survey* 2000. Table 4.12. Page 176.

Table 2: Percent of Each Occupational Category at each Literacy Level, Document Scale, Population Aged 16-65, Canada, 1994-1998.

	% at Level 1 and 2	% at Level 3	% at Level 4 and 5
Manager/ Professional	17.5	32.4	50.1
Technician	15.6	58.6	25.9
Clerk	35.0	36.7	28.3
Sales/Service	46.1	29.0	24.8
Skilled Craft Worker	55.2	28.8	16.1
Machine Operator/ Assembler	60.0	32.1	7.8
Agriculture/ Primary	48.9	32.7	18.4

Source: OECD and Statistics Canada. Literacy in the Information Age: Final Report of the International Adult Literacy Survey. 2000. Table 4.6a-b. Page 168.

INTERNATIONAL AND NATIONAL APPROACHES TO LITERACY

The first IALS report in 1994 reported on eight (industrial) countries to the considerable issue of low literacy rates and related social problems. Since the, several of the countries involved have developed national strategies and within Canada, a number of provincial strategies have evolved.

In England, two separate strategies, one to address literacy for early childhood and school age children and a second to address adult literacy, were developed. The strategy for adult literacy included local targets and action plans aimed at the following goals: (1) by 2010, reduce the number of illiterate adults by half, (2) provide free assessment and guidance for adult clients leading to accessible and diverse programs, (3) raise public awareness through a publicity campaign, (4) provide a curriculum with measurable standards taught by qualified instructors, and (5) incorporate quality technology training. Additional funding for the English literacy strategy comes from the combined budgets of government sources (prisons, family literacy, adult community learning fund, etc.) the European Social Fund and a national lottery.

In Canada, several provincial literacy strategies have been developed. In Prince Edward Island, the focus is strictly on adult literacy. Their goals are: (1) establish a structure for adult literacy programs; (2) establish adult education instructional

certification; (3) develop standards for adult literacy/adult education. Policies, programs and services are set by the Office of Higher Education, Training and Ault Learning while the PEI Literacy Alliance links all stakeholders, promotes literacy and services as an advocate. In the PEI model, the provincial government, federal government and other partners contribute to one literacy fund in order to avoid duplication of services and to insure easier access.

The Newfoundland Literacy Strategy takes a holistic approach toward the achievement of three goals: (1) increased accessible and varied literacy programs for early childhood and school age children and adult learners; (2) increased public awareness of literacy for all age groups; (3) enhanced collaboration and coordination of literacy programs. Funding is provided through the Department of Education, the National Literacy Secretariat and matched funding from the private sector.

Raising a country's literacy profile requires a change in its culture. Underpinning this argument are four conclusions derived by the analysis of the IALS:

1. Literacy development begins at birth.
2. Better-educated parents are more likely to raise children with higher levels of literacy.
3. A person's ultimate level of literacy is not fully determined during early childhood, or even the end of formal schooling.
4. Countries that have high mean levels of literacy have small differences in performance between social groups.

These conclusions stress the need for a comprehensive strategy for developing literacy that requires support from government, employers and social partners, local communities and families.

[1] Members of the Organization for Economic Cooperation and Development (OECD). 1994.

Appendix E

Public Consultations

GNWT Literacy Strategy Consultations

In Summary:

-Approximately 200 people were consulted
-10 Focus Group Sessions were held with people from 11 communities (some people were bussed in from the smaller communities for the sessions and some communities held more than one session)
-People from a variety of backgrounds were involved in the consultations: students, teacher, adult educators, literacy program managers, chiefs, early childhood workers, seniors, government representatives, DEA and DEC representatives, etc.

The following focus group sessions were held:

INUVIK – October 3, 2000, 25 people in attendance (3 from Aklavik)
FORT SMITH – October 4, 2000, 14 people in attendance
LUTSEL 'KE – October 4, 2000, 9 people in attendance
FORT SIMPSON – October 5, 2000, 23 people in attendance (2 from Jean Marie River)
HAY RIVER – October 10, 2000, 15 people in attendance (8 from Fort Resolution)
YELLOWKNIFE – October 10, 2000, 9 people in attendance
FORT PROVIDENCE – October 11, 2000, 10 people in attendance
RAE – October 17, 2000, 19 people in attendance
YELLOWKNIFE – October 18, 2000, 48 people in attendance
YELLOWKNIFE – October 26, 2000, 7 people in attendance

Individual comments were also received on the first draft of the literacy strategy via fax, email, and through the mail from a variety of individuals interested in the development of the strategy.

Table 1: Main Documents used in the development of the Strategy

Document	People Consulted	Process	Date
The Bridge to My Future	146 students in 17 ABE Programs 78 Instructors 86 community, college and departmental stakeholders Community-based agencies and DEA's	Focus Groups Interviews Submissions	1995-1996
People: Our Focus For the Future	11 communities 900 people	Focus Groups Community Visits Submissions	1999-2000
Lutra Report	GNWT Policy People Social Envelope Departments	In-person Interviews Literacy Review	2000
Making the Case for Literacy	NWT Literacy Council	Literacy Review of the NWT	2000
Investing in People Follow-Up Survey	50 Program Participants in North Slave Region	Telephone and In-Person Interviews	December 1998
Towards a Better Tomorrow	19 MLS's	-	2000
Common Ground 2000 Report of the Economic Strategy Panel (RWED)	GNWT Dept's Private Businesses Regional and Aboriginal Groups	Forums Written Submissions	1999
Aurora College Literacy Strategy Research Project	20 completed surveys (9-educators, 1-NGO's, 2-Program Administrators, 3-Pathway Representatives, 2-Literacy Program Manager, 1-Business Person, 1 Librarian	Questionnaires	1997
Working Together For Community Wellness: A Directions Document	ECE, H&SS, Justice, MACA and NWT Housing Corp.	Community Consultations	1995

Appendix F

Motion 6-14(3) of the
Legislative Assembly

NORTHWEST TERRITORIES
LEGISLATIVE ASSEMBLY

3rd Session	Day 13	14th Assembly

HANSARD

Friday, July 7, 2000

Pages 597 – 628

The Honourable Tony Whitford, Speaker

ITEM 16: MOTIONS

Motion 6-14(3): Development of a Comprehensive Literacy Strategy

MR. BELL: Thank you, Mr. Speaker. Mr. Speaker,

WHEREAS evidence points to an indisputable link between higher literacy rates and social development in terms of reduced poverty, unemployment, crime, reliance on income support, and improved health and child-rearing practices;

AND WHEREAS literacy is of critical importance in achieving a healthy lifestyle and contributing productively to one's community;

AND WHEREAS the average annual income for persons in the Northwest Territories with less than a grade 9 education is $14,000 and the average annual income for a person with a university degree is $50,000;

AND WHEREAS more than 60 percent of all new jobs in the Northwest Territories require some post-secondary education;

AND WHEREAS 15 percent of adult residents have less than a grade 9 education;

AND WHEREAS 11 percent of adult residents in regional centres and 32 percent of adult residents in remaining communities have less than a grade 9 education and 44 percent of aboriginal adults with less than a grade 9 education are unemployed;

AND WHEREAS the average educational level of Yellowknife Correctional Centre inmates is grade 6;

AND WHEREAS there is a clear linkage between low literacy skills and health risk behaviours;

AND WHEREAS as a literacy program delivery mechanism, the Adult Basic Education Program is only offered in 17 of our 33 communities and there are over 240 people on waiting lists to access the Adult Basic Education Program at the three college campuses;

AND WHEREAS the Department of Education, Culture and Employment is redesigning the adult basic education curriculum scheduled for completion in the year 2002;

AND WHEREAS a large percentage of northern residents will be unable to take full advantage of increasing employment opportunities without a long-term commitment to literacy skill development as part of an overall economic and social development strategy;

AND WHEREAS there is a critical need for the Government of the Northwest Territories to commit to a long-term investment in literacy;

NOW THEREFORE I MOVE, seconded by the honourable Member for Deh Cho, that the government immediately undertake the development of a comprehensive literacy strategy for the Northwest Territories;

AND FURTHER, that the development of the strategy be a cooperative effort of all departments, particularly those in the social envelope, with the Department of Education, Culture and Employment as the lead department;

FURTHERMORE, that the literacy strategy be directly linked to the aboriginal languages strategy currently under development, specifically in relation to the preservation of aboriginal languages in both their written and oral forms;

FURTHERMORE, that the strategy address the need to measure and increase literacy levels in all official languages in the Northwest Territories;

FURTHERMORE, the active involvement of applicable agencies, appropriate non-government organizations, literacy practitioners, aboriginal organizations and communities is engaged in the development and implementation of the strategy;

FURTHERMORE, that a key component of the strategy be a mechanism to address the need for multi-year funding to literacy program delivery groups and organizations;

FURTHERMORE, that the strategy include an effective accountability framework to provide timely and accurate results measurement and evaluation;

FURTHERMORE, that the strategy framework be completed and presented to the Standing Committee on Accountability and Oversight for review no later than November 30, 2000. Thank you, Mr. Speaker.

BIBLOGRAPHY

Aboriginal Social and Economic Development. *Lessons Learned: Background Report*. Ottawa: Human Resources Development Canada. 1999.
http://www.hrdc.drhc.gc.ca/hrib/aro/ARO/Studies/Lessons_Learned/development.htm

Applied Research Bulletin. *Literacy: Use It or Lose It*. Ottawa: Applied Research – Human Resources Development Canada. Vol. 2. No.2. 1996.

Applied Research Bulletin. *Literacy: Why Do Welfare Recipients Have How Literacy Levels Relative to Their Education*. Ottawa: Applied Research – Human Resources Development Canada. Vol. 4. No.2. 1998.

Applied Research Bulletin. *Does It Always Pay to Invest in a Postsecondary Diploma?* Ottawa: Applied Research- Human Resources Development Canada. Vol.6 no.1.2000.

Applied Research. *High School May Not Be Enough: An Analysis of Results for the School Leavers Follow-Up Survey, 1995*. Ottawa: Applied Research – Human Resources Development Canada. 1998.

Aurora Campus. *Aurora College: A Celebration of the Northern Community*. Inuvik: Board of Governor's Report. June 2000.

Auger, Denys. *Different Kinds of "Literacy."* Literacy.ca. Ottawa: Movement for Canadian Literacy. July 2000. Volume 3, No.1.

Author unknown. *Fact Sheets: Alternatives to Incarceration*. Ottawa: Elizabeth Fry Society. 1999.
http://www.elizabethfry.ca/facts1_e.htm

Author unknown. *Understanding Literacy: A Judicial Imperative*. Ottawa: The John Howard Society of Canada. 1997.

Author unknown. *Literacy and the Courts: Protecting the Right to Understand*. Ottawa: The John Howard Society of Canada. 1996.

Author unknown. *The Role of Adult Literacy Education in Family Literacy*. North Carolina Literacy Resource Centre. August 1999.
http://www.nclrc.state.ncus/home/infbrfs/adultlit.htm
ABC Canada. *Facts about Family Literacy*. 2000.

Avison, William R. *The Health Consequences of Unemployment*. What Determines Health? -National Forum on Health. Ottawa: Health Canada. 1997.
http://wwnhf.hc-sc.gc.ca/publicat/execsumm/avison.htm

Bloom, Michael, Burrows, Marie, LaFleur, Brenda and Squires, Robert. *The Economic Benefits of Improving Literacy Skills in the Workplace*. Ottawa: The Conference Board of Canada. 1997.

Breen, Mary J. *Summary of Promoting Literacy, Improving Health*. What Determines Health? - National Forum on Health. Ottawa: Health Canada. 1997. http://wwwnfh.hc-sc.gc.ca/publicat/execsumm/breen.htm

Calami, Peter. *Literacy Matters: Can We Close Our Literacy Gap*? Toronto: Saturday Night. September 1999.

Canadian Public Health Association. *Building a Healthy Future*. Ottawa: Health Canada. 2000.

Conference Board of Canada. *Workplace Literacy: Best Practices Reader*. Ottawa: Human Resources Development Canada. 1998. http://www.conferenceboard.ca/nbec/eprof-e.htm

Corporate Council on Education. *Employability Skills Profile*. Toronto: Conference Board of Canada. 1998. http://www.conferenceboard.ca/nbec/eprof-e.htm

Crosscurrent Associates. *Responding to Requests for the Transfer of Adult Basic Education Programs to Community Organizations: A Discussion Paper*. Yellowknife: Education, Culture and Employment. 1998.

Crosscurrent Associates. *Aurora College Literacy Strategy Research Project*. Fort Smith: Aurora College. 1997.

Decima Research. *Attitudes of Canadians toward the issue of literacy*. Toronto: ABC Canada. 1990

Department of Education. *Words to Live By: A Strategic Literacy Plan for Newfoundland and Labrador*. St. John's: Government of Newfoundland and Labrador. 2000.

Education, Culture and Employment, Health and Social Services, Justice, Municipal and Community Affairs and Northwest Territories Housing Corporation. *Working Together for Community Wellness: A Directions Document*. Yellowknife: Government of the Northwest Territories. 1995.

Education, Culture and Employment, Health and Social Services, Justice, Municipal and Community Affairs and Northwest Territories Housing Corporation. *Community Wellness in Action: 1995-96: Summary Report of Community Wellness Initiatves*. Yellowknife: Government of the Northwest Territories. 1995.

Education, Culture and Employment. *Health Behaviours, Attitudes and Knowledge of Young People in the Northwest Territories*. Yellowknife: Government of the Northwest Territories. 1996.

Education, Culture and Employment. *Strategy for Teacher Education in the Northwest Territories: Past Experiences and Future Directions*. Yellowknife: Government of the Northwest Territories. 1998.

Education, Culture and Employment. *A Bridge to My Future: A Report on Adult Basic Education in the NWT*. Yellowknife: Government of the Northwest Territories. 1997.

Education, Culture and Employment. *A Profile and Analysis of the Importance of Literacy to Development in the N.W.T.* Yellowknife: Employment Development Division, Department of Education. Government of the Northwest Territories. 1991.

Education, Culture and Employment. *People: Our Focus for the Future – A Strategic Plan Update 2000-2005*. Yellowknife: Government of the Northwest Territories. 1999.

Education, Culture and Employment. *People: Our Focus for the Future – A Strategy to 2010*. Yellowknife: Government of the Northwest Territories. 1994.

Education, Culture and Employment. *Post-Secondary Indicators Report: 1999* (draft). Yellowknife: Government of the NWT. 2000.

Federal, Provincial and Territorial Advisory Committee on Population Health. *Towards a Healthy Future: Second Report on the Health of Canadians*. Ottawa: Health Canada. 1999.

Federal, Provincial and Territorial Advisory Committee on Population Health. *Statistical Report on the Health of Canadians*. Chapter 5- Education and Literacy. Ottawa: Health Canada. 1999.

Federal, Provincial and Territorial Ministers Responsible for Social Services. *National Child Benefit-Building a Better Future for Canadian Children*. Ottawa: Government of Canada, Social Union. 1997.
http://socialunion.gc.ca/ncb/3_e.html

Fine, Sean. Family Matters: *A year in the life of the Canadian family – Untangling the mystery of reading*. Toronto: The Globe and Mail. January 28, 2000.

Goldsmith, Mary. *Investing in People Follow-Up Survey*. Yellowknife. Department of Education, Culture and Employment. 1998.

Health and Social Services. *The NWT Health Status Report*. Yellowknife: Government of Northwest Territories. 1999.

Health Canada. *A Second Diagnostic on the Health of First Nations and Inuit People in Canada*. Ottawa: Government of Canada. 1999.

Health Canada. *Healthy Development of Children and Youth. The Role of the Determinants of Health: An Overview. Chapter 3: Education and Part B: A Closer Look at the Determinants*. Ottawa: Government of Canada. 1999.
http://www.hc-sc.gc.ca/hppb/childhood-youth/spsc/e_healthy.htm

Health Canada. *Towards a Healthy Future: Second Report on the Health of Canadians*. The Socioeconomic Environment and Health: Backgrounder. Ottawa: Government of Canada. 1999.
http://www.hc-sc.gc.ca/hppb/phdd/report/text_versions/english/socio.html

Health Canada. Fact Sheet #4: *Why the Early Years Are So Important*. Voices for Children. Ottawa: Government of Canada. October 1997.
http://www.cfc-efc.ca/docs/00001084.htm

Health Canada. *The Early Years*. Voices for Children. Ottawa: Government of Canada. September 2000.
http://www.cfc-efc.ca/ocs/00000794.htm

Health Promotion Development. *What is Literacy?* Ottawa: Health Canada. Undated.
http://www.hc-sc.gc.ca/hppb/healthpromotiondevelopment/pube/literacy-health/facts.html

Hoddinott, Susan. *"Something to think about – please think about this"*. Report on a National Study of Access to Adult Basic Education Programs and Services in Canada. Ottawa Board of Education. 1998.

Human Resources Development Canada. *Aboriginal Human Resources Development Strategy (AHRDS)*. Ottawa: Government of Canada. 1998.

Human Resources Development Canada and Statistics Canada. 1992 *Adult Education and Training Survey*. Ottawa: Government of Canada. 1995.

Human Resources Development Canada. *At Risk: A Socio-economic Analysis of Health and Literacy Among Seniors*. Ottawa: Government of Canada. 1998

Human Resources Development Canada, Statistics Canada and Organization for Economic Co-operation and Development. *Literacy Skills for the Knowledge Society*. Paris: Organization for Economic Co-operation and Development. 1997.

Human Resources Development Canada. *2000/2001 Estimates: A Report on Plans and Priorities*. Ottawa: Government of Canada. 1999.

Human Resources Development Canada. Highlights from the Second Report of the International Adult Literacy Survey (IALS): Literacy Skills for the Knowledge Society. Ottawa: Government of Canada. 1996.
http://www.nald.ca/nls/ials/ialsreps/ialsrpt2/ials2/high1e.htm

Human Resources Development Canada. *Highlights from the Final Report o the International Adult Literacy Survey- Literacy in the Information Age*. Ottawa: Government of Canada. 2000.

Human Resources Development Canada. *Lessons Learned: A Background Report on Aboriginal Social and Economic Development*. Ottawa: Government of Canada. 1998.

Human Resources Development Canada. *School Leavers Survey*. Ottawa: Statistics Canada. 1997.
http://www.hdrc-drhc.gc.ca/stratpol/arb/research/school/chap1_e.html

Iatridis, Gloria and Goldsmith, Mary. *Discussion Paper on Options for Additional Adult Basic Education Funding for 1999/2000*. Yellowknife: Education, Culture and Employment. 1999.

Indian and Northern Affairs Canada. *Gathering Strength*. Ottawa: Government of Canada. Undated.
http://www.inac.gc.ca/ch/rcap/rpt/gs_e.html

Department of Justice. *Strategic Framework*. Government of the Northwest Territories. January 1998.

Kapsalis, Constantine. *The Connection Between Literacy and Work: Implications for Social Assistance Recipients*. Ottawa: Applied Research – Human Resources Development Canada. 1998.

LaPrairie, Carol. *Examining Aboriginal Corrections in Canada*. Ottawa: Solicitor General Canada. 1996.
http://www.sgc.gc.ca/epub/abocor/e199614/e199614.htm

Literacy Partners of Manitoba. *Manitoba Literacy Atlas*. Undated.
http://nald.ca/province/man/lpom/maps/atlas.htm

MacDonald, Barbara. *Report on the Literacy Needs of Women in Conflict with the Law*. Ottawa: Canadian Association of Elizabeth Fry Societies. 1989.
http://www.elizabethfry.ca/litneeds/cover.htm

McCain and Mustard. *Early Years Study: Reversing the Real Brain Drain*. Toronto: Government of Ontario. 1998.

McLeod, Leanne. *Earth Angels*. Literacy.ca. Ottawa: Movement for Canadian Literacy. July 2000. Volume 3, No.1.

McNaughton, Craig. *Literacy in the Community Learning Context*. Canadian Link to Lifelong Learning (CILL). 1999.

Moser, Sir Charles (Chair). *A Fresh Start: Improving Literacy and Numeracy – A National Strategy*. London: Basic Skills Agency, Department for Education and Employment. 2000.

National Association for the Education of Young Children. *NAEYC Position Statement on School Readiness*. 1995.

National Council of Welfare. *Poverty Profile- 1996*. Ottawa: National Council of Welfare. 1998.

NWT Bureau of Statistics. *2000 NWT Socio-Economic Scan*. Yellowknife: Government of the Northwest Territories. 2000.

NWT Literacy Council. Discussion Paper: *Making the Case for Literacy*. Yellowknife: NWT Literacy Council. May 2000.

Organization for Economic Cooperation and Development and Statistics Canada. *Literacy in the Information Age: Final Report of the International Adult Literacy Survey*. Ottawa: Government of Canada. 2000.

Osberg, Lars. *Schooling, Literacy and Individual Earnings*. Ottawa: Statistics Canada, Human Resources Development Canada and National Literacy Secretariat. 2000.

Pate,K. *Sentencing People to Learn? The Future of Literacy in Prisons*. Ottawa: Elizabeth Fry Society. Undated.
http://www.elizabethfry.ca/litart.htm

Perrin, Burt. *How Does Literacy Affect the Health of Canadians*? Ottawa: Health Canada. 1998.

Picard, Andre. *Instilling the love of reading*. Toronto: The Globe and Mail. March 31, 2000.

Reed, Micheline and Roberts, Julian. *Adult Correctional Services in Canada, 1996-97*. Ottawa: Juristat: Canadian Centre for Justice Statistics. 1999.

Resources, Wildlife and Economic Development. *Common Ground 2000: Report of the Economic Strategy Panel*. 2000. Yellowknife: Government of the NWT.

Royal Commission on Aboriginal Peoples. *Gathering Strength*. Volume 3. Ottawa: Government of Canada. 1991.

Royal Commission on Aboriginal Peoples. *Renewal: Restructuring the Relationship*. Volume 2. Ottawa: Government of Canada. 1991.

Sarginson, Rob. *Literacy and Health: A Manitoba Perspective*. Literacy Partners of Manitoba. 1997.
http://www.nald.ca/province/man/lpom/publications/linhelath/ack.htm

Scalia, Vivian and Schellenberg, Grant. *The Value of Words: Literacy and Economic Security in Canada*. Ottawa: Statistics Canada and Human Resources Development Canada. 1998.

Schamber, Linda. *The Role of Libraries in Literacy Education*. ERIC Digest. 1990.

Statistics Canada, Human Resources Development Canada and National Literacy Secretariat. *Reading the Future: A Portrait of Literacy in Canada*. International Adult Literacy Survey (IALS). Ottawa: Government of Canada. 1996.

Statistics Canada. *International Adult Literacy and Skills Survey: National Planning Report*. Ottawa: Government of Canada. 2000.

Statistics Canada. *A profile of inmates in adult correctional facilities, October 1996*. Ottawa: The Daily, Statistics Canada. June 4, 1998.

Sussman, Susan. *Basic Skills and the Bottom Line: A Response from the Movement for Canadian Literacy to Bill C-12*. Ottawa: Movement for Canadian Literacy 1996.

The Consultative Group on Early Childhood Care and Development. *Child Development Theory- The Child: Key Needs from Conception through the Early Years*. 1997.
http://www.ecdgroup.com/cdt.html

Thomas, Audrey. *Adult Illiteracy in Canada – A Challenge*. Ottawa: Canadian Commission for UNESCO. Occasional Paper No.42. 1983.

Treasury Board of Canada Secretariat. *Quality of Life. A Concept Paper: Defining, Measuring and Reporting Quality of Life for Canadians*. Ottawa: Government of Canada. 1999.
http://www.tbs-sct.gc.ca/pubs-plo/dcgpubs/PubsDisc/qoll_e.html

White, Joyce and Hoddinott, Susan. *Organizing Adult Literacy and Basic Education in Canada: A Policy and Practice Discussion Document*. Ottawa: Movement for Literacy in Canada. 1991.